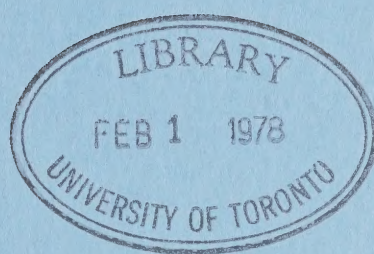


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Development Strategy

**Northumberland Area  
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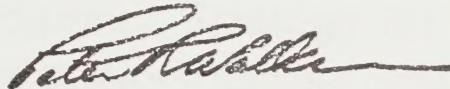
# NORTHUMBERLAND AREA CONSULTING GROUP

COUNTY OF NORTHUMBERLAND BUILDING  
860 WILLIAM STREET  
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December 12, 1975  
Our File 4-401

Re: Northumberland Task Force Development Strategy

The attached copy of the Development Strategy is the report of the Technical Committee which was presented to the Political Committee for their consideration on December 12, 1975. This report is essentially a comprehensive statement of the elements of the Strategy which have been discussed throughout the study period with area Councils, Task Force members, and the interested public.



PRW:sp  
Att:

Peter R. Walker  
Project Director.

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james f. maclaren limited

de leuw cather ltd.  
earl berger limited.







**Final Report on the Preferred  
Development Strategy for the  
County of Northumberland**

**Northumberland Area Task Force  
Technical Committee  
December 1975**





## **The Northumberland Area Task Force**





## The Northumberland Area Task Force

### The Political Committee


Mr. Richard (Dick) Beckett - Chairman  
Warden Dorothy Brintnell - Village of Brighton  
Mayor W.J. Harold Dunk - Town of Campbellford  
Mayor Jack A. Heenan - Town of Cobourg  
Mayor C.A. 'Bus' Hewson - Town of Port Hope  
Reeve Harry Lafferty - Township of Murray  
Reeve Ken E. Parr - Township of Seymour  
Reeve Howard Quantrill - Township of Hope  
Reeve Ed. Roddy - Township of Haldimand  
Hon. Russell D. Rowe, M.P.P. - Northumberland and Speaker of the House  
Reeve Lloyd Williams - Township of Hamilton  
Mr. Ernest F. Nyitrai - Secretary

### The Technical Committee

Mr. Ernest F. Nyitrai - Chairman, and Regional Planner, Ministry of  
Treasury, Economics and Intergovernmental Affairs  
Mr. Grant Allen - Percy Township, Hastings Village, Seymour Township,  
Alnwick Township.  
Mr. George Footitt - Town of Cobourg  
Mr. Al Learmonth - Village of Colborne, Cramahe Township, Haldimand Township  
Mr. Charlie F. MacGregor, P. Ag. - Area-Wide Member  
Mr. Ewart Marston - Town of Port Hope  
Mr. W. (Bill) Moore - Hamilton Township  
Mr. Carroll Nichols - Hope Township  
Mr. Paul O'Sullivan - Town of Campbellford  
Mr. David W. Patterson - Northumberland and Newcastle Board of Education  
Mr. C. Ken Rose - Murray Township, Brighton Township, Brighton Village  
Mr. Ken J. Symons - County of Northumberland

### Resource Personnel

Mr. David Guscott - Regional Planner, Ministry of Treasury, Economics and  
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## Summary



SUMMARY  
OF THE  
FINAL REPORT ON THE  
PREFERRED DEVELOPMENT STRATEGY  
FOR THE  
COUNTY OF NORTHUMBERLAND





# Summary

## INTRODUCTION

The Preferred Development Strategy is the result of an intensive series of discussions throughout the County which were based on suggestions from the Technical Committee and their consultants. The generalized work program that has been followed since the Task Force began has led progressively and incrementally from a determination of Goals and Objectives for the Study; to preparation of Interim Guidelines which have been essentially interim Provincial policy for development in the County since November 1974; to assessment of the usefulness of available information on the County and a subsequent supplementation of certain components of the data; to determination of a wide range of alternatives and the agreement on refining that range to 4 for further analysis; to the decision to choose one of the alternatives; to the preparation of a series of guideline policies which will help achieve the preferred alternative. As noted above, throughout all of this process widespread public discussion has been sought on all aspects of the work, and the result has been a most successful contribution to the Strategy, such that it should respond positively to Provincial needs and also to local concerns.

Once the Task Force has agreed upon a preferred Development Strategy it will be forwarded to the Treasurer of Ontario for approval. Once approval has been obtained - and the Treasurer may want to discuss some revisions - the Development Strategy will be forwarded to the Cabinet for approval. The finally approved Strategy for Northumberland will provide the framework within which planning and economic development will take place within the County. It need not be a County Official Plan but it will be a set of guidelines that will affect land use planning policies.



There are two parts to this Summary. The first outlines the Strategy itself, including its policy guidelines, while the second describes the type of actions that should be necessary to implement the Strategy.

#### THE PREFERRED STRATEGY

A strategy is recommended that intends to achieve a number of objectives including the following:

- . a more balanced relationship of population and economic growth.
- . a more desirable distribution of population and economic development across the County.
- . the alleviation of the effects of speculative development pressures on prime farmland by defining land for long-term urban development and land for long-term protection from urban development.
- . the preservation of community cohesion and stability by maintaining growth at moderate levels.

The essentials of the Development Strategy are to allow the population of Northumberland to double approximately over the next 25 years; that is from about 60,000 people today to about 125,000 by 2001.

According to the Strategy, growth should, in the main, be restricted to urban areas and allocated growth in the rural areas should be largely confined to existing villages and hamlets. Colborne is to be established as a major urban centre in the east-central section of the County with a population similar to that of Cobourg and Port Hope by the year 2001.

Population growth should be governed by the creation of new employment sources within the County in order to encourage soundly-based varied economic development, and a variety of "work places" within the County.



The following table sets out the proposed population distribution by about 2001.

Port Hope Area	15,000 - 20,000
Cobourg Area	20,000 - 25,000
Campbellford Area	5,000 - 10,000
Brighton Area	5,000 - 10,000
Colborne Area	20,000 - 25,000
Townships (including villages and hamlets)	35,000 - 40,000

The total range is between 100,000 and 130,000 people by 2001. This is considered acceptable in terms of the success of the Strategy.

Urban growth should be carefully planned and radiate from the existing community rather than occur in checkerboard or hop-scotch fashion. This is not intended as a recommendation for concentric growth around existing centres.

The proposed growth areas for the Port Hope, Cobourg and Colborne urban development areas will likely require expansion beyond present political boundaries in order to accommodate all types of related uses. For Campbellford and Brighton, the urban growth can largely be accommodated within current boundaries.

Within the County context, the role of the Campbellford area should be to serve as the most important employment and service centre in the north, as well as a retirement community for the wide area. The scale of this role is indicated by the proposed allocation of 5,000 - 10,000 people. It is anticipated that this moderate scale of development will be achieved on the basis of a balanced economy of diversified industrial and commercial services as well as on the basis of its being designated as one of two centres of concentration for major new tourist and recreation facilities. It is intended that the Campbellford area's growth complement that of the other four urban growth





areas to provide a full range of services and opportunities in the County. It is not expected, however, that the Campbellford area develop as a major industrial centre comparable to the designated Colborne, Cobourg or Port Hope areas.

The Brighton area is intended to continue as an administrative and commercial service centre for the large recreation areas in the vicinity, and also as a local farm service centre, and farm retirement community for the wider area.

It is recommended that development of any major new Tourist and Recreation facilities and services that are responding to the use of the natural recreation resources of the County should be concentrated in the Campbellford and Brighton areas. It is anticipated that such concentration will encourage and foster the controlled use of the available resources in the County as a whole and help to build or reinforce available services in these two development areas.

Port Hope and Cobourg are currently the two largest existing towns in the County and considered together, they constitute the major centre of industrial, commercial, service and residential activity. Their potential for unlimited growth, particularly residential growth, should be restrained in the interests of the development of the County as a whole. Together, they will likely still dominate the economic life of the County.

Notwithstanding this combined dominance, the growth of Colborne to a size at least equal to that of Cobourg is intended to shift the relative balance of economic development further to the east. This shift should serve to benefit the County as a whole in terms of providing a more centralized focus within the County, and better access to large-scale employment sources and community services. It should also help alleviate at least some of the long-term development pressures on the prime farmland around Port Hope and Cobourg.



## PLANNING GUIDELINES

### Priority-Use Areas

It is recommended that the concept of priority-use areas be utilized to help implement certain aspects of the Strategy. This involves assigning a general policy to priority uses in given areas within the County. Priority uses that are considered relevant in Northumberland are Urban, Agricultural, Recreational, and Environmental Considerations.

Within a given priority area that use must be given preference over other uses in any instance of conflict. However, in terms of complying with the policies of the Strategy, activities which are not part of the priority uses are acceptable in the priority areas as long as they do not have negative impact on those uses. In terms of location, function, and performance, if such activities complement or support the priority uses, or are neutral in their impact, they will be deemed acceptable in Strategy terms.

For example, in an Agricultural Priority Area, agricultural uses including farming would predominate and, subject to local land use controls, farms would be able to operate, expand and develop their operations without being limited by complaints from non-farm residents or other unrelated activities. Non-agricultural uses could be allowed in agricultural priority areas at the discretion of the local planning authorities but only to the extent that these non-agricultural uses encouraged or did not limit agricultural operations.

### Agricultural Priority Area

Much of the County will make up this priority area delineation. The delineation of this priority area is to ensure that agriculture is provided with the necessary stability and environment to help it





compete for land and services in the County over the long-term. In this regard, it is recommended that the priority designation not be changed for a long-term period, possibly 25 years. Inevitably, smaller parcels of poorer quality lands will be contained within the larger agricultural priority and these parcels will provide the basis for some useful flexibility for varied and complementary uses. In other words, if non-agricultural uses are acceptable within the priority, the "poorer" locations as are available may be used for such uses.

The Agricultural Priority Area includes most of the lands in the County where farming and agricultural activities do or could take place, but does not include all such lands. For example, there is farming in some of the Urban Priority Areas, and some in the Recreational Priority Area. It is therefore intended that the policies, programs and regulations needed to protect and foster agriculture in the various priority areas are likely to be quite different over time, and lead to different long-term responses from the various agricultural activities depending on the priority.

#### Urban Priority Areas

Most of the proposed urban development is to take place in the vicinity of Port Hope, Cobourg, Colborne, Brighton and Campbellford areas. Basically, each Urban Priority Area consists of a 'core' which is already or is intended to be built up with intensive urban uses, and a 'fringe'. The core usually contains the typical urban activities, such as a downtown, varied-density residential areas on full municipal services and industrial areas. The fringe could contain some urban-oriented uses, perhaps very low-density residential areas which are not on full services. It could also contain rural-oriented, uses, possibly substantial farming activities or agricultural services such as feed mills, or recreational facilities.



The fringe, therefore, has several uses. It acts as a buffer between intensive urban uses and rural land uses, whether they be part of Agricultural or Recreational Priority Areas. It is an area of spatial and functional transition from rural to urban activity, and it provides an openness and flexibility which allows for a variety of differing land uses to continue in reasonable harmony, some in stable conditions, others in transition from one use to another, but all with the intention of lessening the conflict between urban and rural activities.

For example, farming in the fringe areas would be provided with some stability by allowing for ten years advance notice of a change in land use status from farming to non-farming. In some cases, speciality farming, such as fruit-tree farming, may need more than ten years notice or some form of appropriate compensation for a shorter advance notice, or may be considered compatible with urban-oriented uses.

It should be understood that there are large portions of the fringe that are not intended to be developed at any time with core uses, as these areas are meant to serve continually as a spatial buffer between different priority orientations. The various uses in these areas may change slightly from their original orientation in accordance with regulations to control the operation of uses in the fringe, but the possibility of development for core uses is intended to be strictly controlled and limited in extent by the Strategy guidelines and related land use planning.

#### Recreational Priority Areas

Although its direct economic value is difficult to calculate, recreation plays a highly significant role in the County. In Recreational Priority Areas, recreation and recreation-related activities would be given preference. The actual density and intensity of recreation use would have to depend upon the capacity of the specific lands and waters to absorb a given level of use.



It should be understood that the Recreational Priority Area only addresses aspects of recreational demands/needs concerned with protection and use of natural resources in the County. Recreational needs associated with touring over long distances are essentially part of the elements related to Urban Priority Areas because of needs, say for hotels and motels, that are similar to other urban-based needs. Therefore, it should not be interpreted that the Strategy recommends the concentration of facilities to meet these latter recreation demands, needs solely in the Recreational Priority Area of the County.

#### Environmental Considerations

These are different from the other kinds of priority use areas because environmental considerations will overlap most of the other priorities. The complex and interdependent sets of ecosystems of water, air and land are extremely important to the County. Policies for the protection of the natural environment will affect all land and water uses in all priority use areas. For example, in the Agricultural Priority Area, farmers may have to restrict tree cutting in some places; in urban areas, construction may be forbidden near watercourses or in flood plains and hazard lands. In the Recreational Priority Area, intense public use may have to be restricted in some places in order to prevent irreparable damage to a valuable resource.

Three levels of environmental controls are recommended:

1. Nature Preserve - limited and strictly-controlled use of sensitive areas by the public.
2. Environmental Restraint Area - some restraints on use would be necessary. The concerned areas might include the hydrologic systems such as the shorelines, hazard lands, wildlife habitats, scenic areas and mineral resource areas.





3. Environmental Standards - other areas of concern in which Provincial general environmental standards would apply with regard to air, water and land pollution, and protection of water quality for health purposes.

#### SUB-AREA GUIDELINES

For the purposes of discussion, the County was divided in three sub-areas: North, East and West.

##### The North

The North contains the most sensitive areas of natural environment including the headwaters of all the County's streams and rivers, the Rice Lake shoreline, the Trent River system and the bulk of the upland areas. There are fewer large single concentrations of good agricultural land but there are many viable farms in the area.

In the Preferred Development Strategy, the North will be moderately impacted directly by urban and economic development. Aside from the moderate growth of the Campbellford area with a variety of residential, industrial and commercial services, the North should be oriented to rural elements of the Strategy while the majority of development in the County is in the south along the Lake Ontario "front".

Existing smaller centres such as Hastings and Warkworth should be well placed to absorb some of the bulk growth allocations to hamlets and villages in the County, but only Campbellford is recommended for substantial growth in this area.



### The East

Historically, the East has been dominated by the urban centres to the east and west (Trenton and Port Hope/Cobourg), and has not had a successful major centre of its own. The proposed Development Strategy designates major growth for Colborne in order to provide a more centralized identity and activity focus for the County, and this will significantly alter the character of the area. Brighton is intended to develop moderately to the range set out in the population allocations, and to continue in its role serving surrounding Agricultural and Recreational Priority Areas, as well as a limited dormitory function both for Trenton and Colborne.

### The West

The West contains the major economic activities and highest growth potential in the County as well as much of the best farmland. The result is a conflict in land uses, in which competition agriculture has been steadily losing. The West has been under pressure from the demands of the Toronto-Oshawa housing market, creating new demands upon local municipalities and generating a highly speculative land market which has driven the price of good farmland generally beyond the reach of the farmer.

The Strategy anticipates that the West will continue in a position of dominance in the planning period, but a significant amount of its relative importance will be diverted to the East and the Colborne growth centre. This diversion should assist in the retention of much of the West's remaining good farmland for agriculture, as well as helping the other elements of the Strategy which support a redistribution of growth in the County.



To be successful overall, the Development Strategy requires the implementation of firm and firmly-held planning policies. Excessive urban development in the West of the type that has recently occurred would do irreparable damage to the County's farm economy and place increasing pressure upon the already heavily-strained urban communities.

#### Conclusions on the Development Strategy

The preferred Strategy responds to the Provincial initiative by which Northumberland was identified as a "growth area". An acceptable growth level has been determined, at 125,000 people, and strategic guidelines have been provided for the allocation of growth within the County, and for the accommodation of the growth consistent with the maintenance of important aspects of the Northumberland way of life and the protection of the County's natural assets. However, it will be important for the success of the Strategy that implementation take place in well-planned, well-coordinated stages, and that population growth be related to the level of new economic growth.





## STRATEGY IMPLEMENTATION

### Introduction

If the Strategy is to be effective there are several key elements involved in the implementation. Firstly, there will have to be the pressures for growth in the County to bring some of the elements of the Strategy into effect, because the County will not achieve these population levels without incentive pressures. Secondly, there will have to be a commitment to the Strategy from all three levels of government, Local, County and Provincial.

### Controls

There will have to be controls. If the Strategy is to work some kinds of activities will have to be encouraged and other kinds discouraged; growth will be fostered in some places and not in others. This means formal controls to enact the Strategy guidelines and ensure conformity to them. If the controls are unacceptable to the people, municipal and County councils will be less willing to enforce them and the Strategy will not work.

It is recommended that most of the controls be established and maintained by Northumberland, and that these controls will be sensible, enforced in a fair manner and revised as necessary.

A critical issue in implementation, therefore, is whether the people of Northumberland will have the determination and desire to make their long range Strategy work.

### Provincial Context

The role of the Province will also be critical. In essence, the Province will have to support the Strategy if it is to work. This means not only Cabinet approval of the Strategy, but the allocation of resources by individual Ministries to provide Northumberland with the necessary programs and assistance. Much will depend upon the priority which the Cabinet



and in turn each of the Ministries gives to Northumberland. This is an issue which the people of Northumberland cannot resolve themselves but of which they must be aware.

### Northumberland Context

There are two levels of implementation in this context. One is County-wide and general; the second is more local and specific. Obviously the matter of County government is interrelated with these levels of implementation. However, it does not matter whether the County government is organized to have one-tier or two-tiers of planning; there will always be county-wide issues, and specific local issues with regard to implementation of the Strategy, and it is these functional elements of County government that are addressed in this section, rather than the administrative elements.

#### (a) County-wide

With the creation of a County-wide Development Strategy, there are issues and matters which can be dealt with only on a County-wide basis, such as: interpreting Strategy guidelines into County policies; providing direction for local policy-making; monitoring and reviewing progress of the Strategy; proposing and defining needed changes to the overall Strategy. To undertake this task, in terms of providing and maintaining a County-level framework for development, there is a need for a County-wide planning authority.

This body or agency might consist of a special authority, or a committee of County Council, or a department of the County. The form and organization of the body or agency is a local government organizational matter. It is important to have the sort of co-ordination, that this authority can provide, begin as soon as possible.



The policies developed at the County level should provide a consistent and common basis for the type of planning that will occur at the local level - i.e. designation and control of various land uses in official plans and zoning by-laws. These policies should contribute in a positive way to the detailed planning and implementation of the Strategy, with regard to such matters as allocation of population growth and distribution, definition of priority-use areas, guidelines for County-wide land planning and economic development.

Economic planning from a County level will be something relatively new in Northumberland. Economic development essentially covers manufacturing and service industries, recreation and tourism, and agriculture, but is closely related also to commercial and personal services provided for population growth. Economic development will be essential in the County if the Strategy is to be successful because of the relationship of population growth to it. This development must involve the expansion of the County's economic base by emphasizing the continued growth of non-agricultural employment, since it is only by the growth of manufacturing and related industries that the County can support the agreed population levels.

To do this effectively, the County will have to act as a unit rather than as separate municipalities, and put forward the collective merits of the County to potential industries.

There are implications here for revenue-sharing on a County-wide basis in order consciously to support the concentration of major development. Even without revenue-sharing, however, the County as a whole would benefit from the implementation of the economic development aspects of the Strategy, through the better access to a greater variety of jobs, increased availability of related services, and those improved social conditions attributable to the increased job proximity.





(b) Local

Local planning would be concerned with the detailed planning involved in the implementation of the Strategy. Discussion with the County planning authority on detailed boundaries of the priority-use areas, and the activities and land uses appropriate to individual priority use areas are matters for local planning within the context of County-wide policies. Land use planning and development controls would also be major responsibilities of local planning, as they are now. Essentially, local planning will play the same role as it does now, with the important exception that it will be able to operate within the context of overall County policies and have input to the detailed specifications of those policies.

Process of Implementation

Once the Task Force submits its recommendations to the Treasurer, its task is done. However, it is recommended that a temporary 'Steering Body' of some kind be established to act in the interval between the completion of the Task Force's work and the establishment of machinery to implement the Strategy, as shown in Figure 3. This Steering Body might be the members of the Task Force as it is currently constituted, or as altered by contraction or expansion of the members; it might be a committee of Council, or a special committee of some kind.

The duties of this Steering Body should include:

- . discussions with the Treasurer on his response to the Task Force's recommendations
- . interim interpretation of, and advice on, guidelines pending the establishment of the County planning authority
- . interim monitoring of the progress of the Strategy implementation



- . advice to County Council on the Strategy's implementation
- . technical assistance to local municipalities during the interim period to aid them in undertaking their roles in the implementation.

### Conclusions on the Implementation of the Strategy

There are two aspects to the Development Strategy and therefore two aspects to its implementation. The Strategy is intended on the one hand to respond to the Province's request to accommodate growth in the County, and it does this in terms of controlling the size and allocation of growth, and the inter-relationship of economic and population growth.

On the other hand, the Strategy is intended to respond to local needs and desires and thereby help to alleviate some existing problems in the County and help to maintain and improve a satisfying way of life in the area.

The implementation of the two aspects is important but they must each be seen in the proper context. If the population growth levels do not materialize for one reason or another, such as lack of government incentives, or reduced population growth rate; this should not negate other aspects of the Strategy which are meant to meet other local needs and desires, such as the designation of the priority areas to help provide stability for agriculture and a valid framework for planning in the rural areas; and the recommended organization to provide County-level planning and monitoring of progress.

The role of the Provincial government is going to be important to the success of the Strategy in terms of providing funds and support through its various programs. There may even have to be some changes to existing Provincial legislation and programs in order to provide the necessary support for the Strategy. However, it should not be forgotten that the major role has been provided for the County and municipal authorities in the implementation of the Strategy. It is the responsibilities that are related to this role that must be fulfilled if the Strategy is to succeed, for it is important to establish "self-help" and commitment in the County to the principles of the Strategy.



# Introduction





# Introduction

The purpose of this report is to convey the recommendations for a Preferred Development Strategy for the Northumberland Task Force Area (see Map 1) in accordance with the Terms of Reference for the Task Force.

The study has progressed over a period of seventeen months, from July 1974 to November 1975. The Preferred Strategy, as presented in this report, has resulted from extensive discussion and deliberation not only by the members of the Task Force but also by the interested citizens of Northumberland and their elected and appointed officials. The basic process has also involved various incremental stages of refinement and elimination of possible alternative strategies to attain the preferred one. This Preferred Strategy has been analysed and itself discussed extensively and appears to meet with general approval of those who have had the opportunity to be involved.

This report itself offers a summation of the background information and criteria involved in the evaluation of the alternatives and the stages of refinement involved in reaching the Preferred Strategy. The major part of this report, however, deals with the presentation of the Preferred Strategy and the process needed for implementation.

The Strategy attempts to address the basic purpose of the Task Force, as noted in the August 1971 Status Report <sup>(1)</sup>, which was to advise the Treasurer of Ontario on:

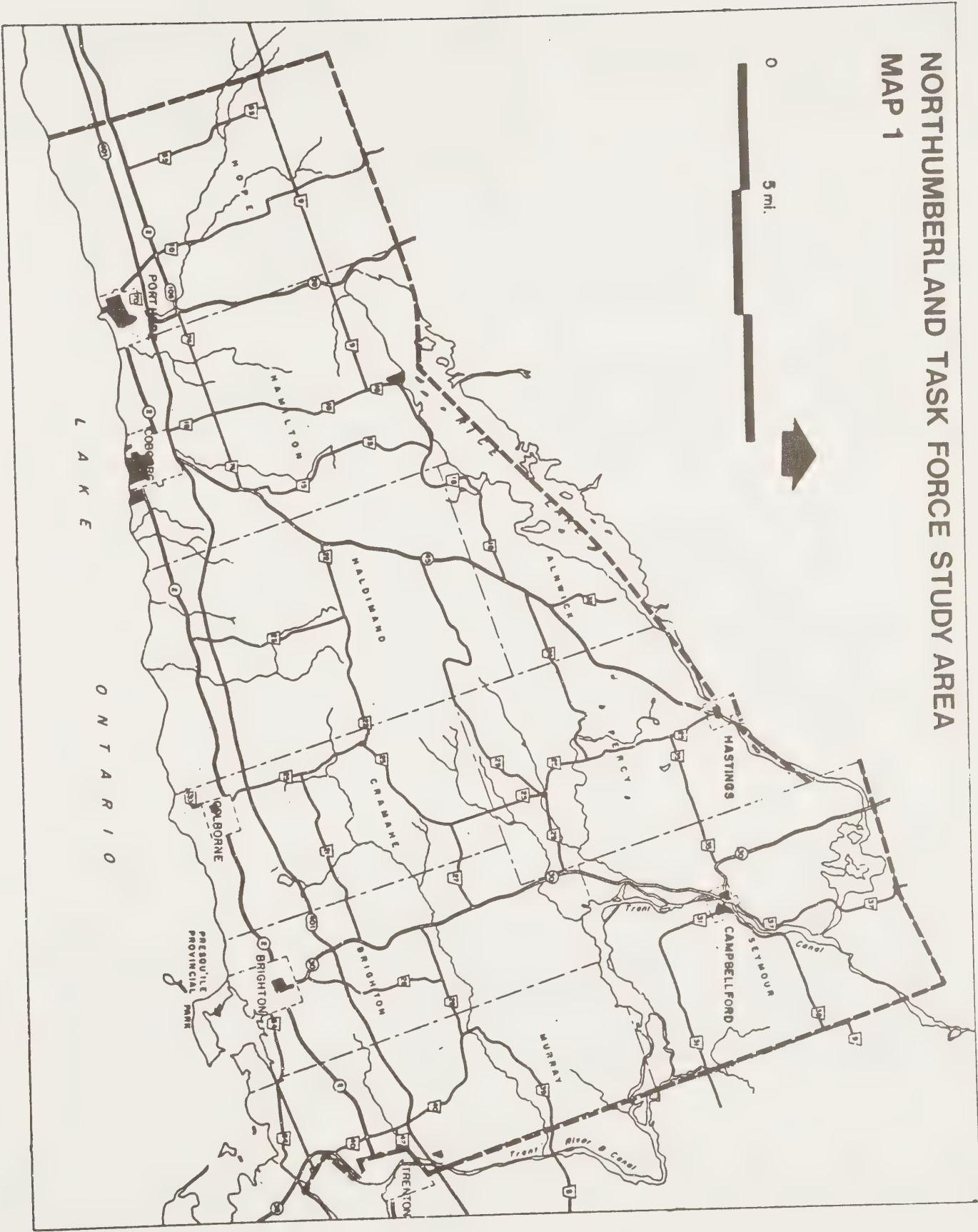
- . "the appropriate development strategy for the area;"
- . "the capacity of the area to accommodate a rapid growth of population and economic activity, ..."; and
- . "the kinds of industry that would best achieve (the) ... development objectives, given certain environmental constraints." (2)

(1) Design for Development: A Status Report on the Toronto-Centred Region, (Government of Ontario, August 1971.)

(2) Northumberland Area Task Force, OUTLINE FOR A DEVELOPMENT STRATEGY (March, 1974), p.2



NORTHUMBERLAND TASK FORCE STUDY AREA  
MAP 1





The process by which the Preferred Development Strategy has been determined began in 1972 with the Port Hope-Cobourg Task Force which subsequently was expanded to include the entire County of Northumberland, and called the Northumberland Area Task Force. This group established goals and objectives for the Study Area in light of their Terms of Reference, and a series of Interim Planning Guidelines based on those issues which were considered basic to the future growth of the area. In June 1974 the Task Force hired consultants and proceeded into a three-phased study which has resulted in the selection of the Strategy.

The first phase was an orientation period in which some of the basic issues were identified from members of the public; the available technical information was reviewed; and a series of tentative alternatives for a development were presented to the Task Force for discussion.

The second phase was a period in which the general implications of the alternatives were reviewed by the Task Force, and discussed with the public, local elected and appointed officials, and special interest groups. The number of viable alternatives were refined down and presented to the first Northumberland conference held in Port Hope in April 1975. The result of the conference was general agreement with the basic components of the Strategy and a suggested range of population growth allocations. This phase was completed with the adoption of the Phase II Report by the Political Committee on June 4, 1975.

The third and last phase of work for the Technical Committee and Consulting Group was the review of the Phase II results, refinement of the data base where deemed necessary, the preparation of the Preferred Development Strategy and the discussion and preparation of a suggested approach to implementation of the Strategy. It is with this phase that the following report is concerned, and it is on the basis of the discussions of the issues involved with the public and local officials, (individually and at a second conference), that this report is submitted.





The Strategy which is recommended attempts to "describe the future character and quality of the area as expressed by the people of the area" (3), within broad Provincial constraints. Furthermore, it considers the following which were deemed by the Task Force to be essential elements in a strategy:

- . "a response, in principle, to the Provincial initiative in identifying the Northumberland Study Area as a 'growth area' (as expressed in the T.C.R. reports and subsequent statements);"
- . "an assessment of the ability of the Northumberland area to accommodate urban/economic growth of several different rates, and the desired level and rate of such growth;"
- . "an examination of alternative strategies for accommodating growth, including impact studies of various kinds;"
- . "identification of appropriate measures to stimulate growth to the desired levels." (4)

The Strategy provides a series of alternatives in terms of recommended ranges of population for the areas of growth and leaves it to local preference to choose within the range. It has been assumed, as directed, that in the County economic and physical planning can and will be integrated so that each will reinforce the other.

In addition to identifying where the major growth could be accommodated, the Strategy has identified areas where only minor growth and also where no growth should occur. The Strategy provides a series of positive guidelines for policy, to ensure that the important elements of the County economy and way of life have the opportunity to function properly to help in the beneficial accommodation of growth in the area.

As has often been stated, the Strategy is not, and was never intended to be, the equivalent of a County Official Plan - it does not provide policies for the long-term allocation and control of specific land uses. The Strategy does, however, provide guidelines for the preparation of these more

(3) Ibid. p.2.

(4) Ibid. p.3.



detailed land use policies at different levels within the County. These guidelines are meant to help in the implementation of the elements of the Strategy and as such they are meant to be reflected in subsequent land use planning policies.

The Strategy additionally provides guidelines for other aspects of growth that are only indirectly reflected in land use planning but are still related to the management of growth, such as the orientation for economic development.

The Strategy will have to depend for its success on the commitment of both the Provincial and municipal levels of government in the County. In the aspects which can be handled by land use planning techniques and other local incentives, the municipal levels can maintain local controls; where aspects of the Strategy are related to more general development policies such as general economic growth, then Provincial and municipal levels must share the responsibility and a great deal of this responsibility will be in the hands of the Province which has the required resources and influence.

It is unrealistic to think that the results of this study will be un-animously acceptable, but it is hoped that those who are interested know why and how the preferred Strategy was arrived at and what it represents and means to the area as a whole.

The report is what appears to be the most feasible approach to the solution of issues and problems to be resolved in the Northumberland Area and should allow for the management of growth for some period of time into the future.

The following report is divided into two (2) major components. The first is the aforementioned review of the entire process, including a summary of background information for the strategy alternatives, and the steps taken to decide on a Preferred Strategy. The Preferred Strategy is specifically described in this first section.



The second component deals with the suggested approach to the implementation of the Strategy and it is here that it is illustrated how the County and the area municipalities are anticipated to play a major role in the implementation of the Strategy, and the significance of the Provincial role. There are also provided suggestions for the necessary organization to help the implementation of the strategy, such as which levels of responsibility should control the various aspects of implementation. These are meant to be of use to the Restructuring Commissioner in his deliberations on the best future government structure in the County.

Finally, some general conclusions are drawn with regard to the success of the process and the Strategy in addressing the issues at hand in the County and in providing the County with a framework for growth for the next twenty-five (25) years. The Strategy outlines how, if the need arises, the County can accommodate double its existing population and related economic growth, without severe implications on all aspects of life in the area. The result of this strategic planning exercise appears to be the most acceptable approach to the solution of accommodating major growth in Northumberland in a planned and orderly fashion in a reasonable time-span.





**Part One:**  
**The Preferred Development Strategy**



**Chapter One**  
**Background to the Strategy**



## Part One: The Preferred Development Strategy

### Chapter One: Background to the Strategy

#### A. ONTARIO AND TORONTO-CENTRED REGION CONTEXT

The Task Force Study Area which coincides with the new Northumberland County boundaries was only partially included in the Provincial Government's Toronto-Centred Region concept.<sup>(5)</sup> Only the Towns of Port Hope and Cobourg and the Townships of Hope, Hamilton, Alnwick and Haldimand were included in Zone 3 of that concept which was anticipated to have approximately 2 million people by the year 2000 or a growth rate of 48,000 per year. The Towns of Port Hope and Cobourg were designated as a focus for growth in the eastern part of the Zone with each allocated a proportion of the overall population growth of Zone 3.

According to the 1971 census, Northumberland contained 59,227 persons. The area has been growing at a declining rate over the last 20 years with the western area containing Cobourg, Port Hope and Hamilton Township receiving almost 60% of the growth, and in the east Murray and Brighton Townships and the Village of Brighton receiving an additional 30%. According to Assessment figures for the period since the last census (see Table 1) this significance of the West has varied between years but still is important.

In the past 4 years since the announcement of the T.C.R. concept, the western section of Northumberland has been experiencing pressures for growth, specifically in the Port Hope area and Cobourg area where much of the land between and around the two Towns has been purchased or optioned by development interests. The fact that this area is also located on major east-west transportation linkages and is within commuting distance of Toronto and Oshawa has contributed to these increased

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(5) Design For Development: The Toronto-Centred Region (Government of Ontario, May 1970).



TABLE 1: NORTHUMBERLAND STUDY AREA: ASSESSED POPULATION 1971-1974

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>			
Cobourg	10741 (11282)	+ 139 (- 402)	10880	- 36	10844	+ 380	11224
Port Hope	8781 (8872)	+ 37 (- 54)	8818	+ 109	8927	+ 131	9058
Campbellford	3420 (3522)	+ 25 (- 77)	3445	- 75	3370	+ 101	3471
Brighton	2909 (2956)	+ 156 (+ 109)	3065	- 69	2996	+ 46	3042
Colborne	1532 (1588)	+ 61 (+ 5)	1593	+ 30	1622	+ 24	1646
Hastings	876 (938)	+ 7 (- 55)	883	- 40	843	+ 4	847
Alnwick	704 (713)	+ 7 (- 2)	711	- 2	709	+ 13	722
Brighton	2542 (2935)	+ 34 (- 359)	2576	- 87	2489	+ 499	2988
Hamilton	6875 (7034)	+ 441 (+ 282)	7316	+ 145	7461	+ 394	7855
Hope	3058 (3068)	+ 4 (- 6)	3062	- 9	3053	+ 66	3119
Cramahe	2189 (2178)	+ 20 (+ 31)	2209	+ 11	2220	+ 15	2235
Seymour	2861 (2985)	+ 76 (- 48)	2937	+ 5	2942	+ 105	3047
Murray	5702 (5787)	+ 239 (+ 154)	5941	- 94	5847	- 15	5832
Haldimand	3018 (3083)	+ 38 (- 27)	3056	+ 104	3160	+ 15	3175
Percy	2058 (2094)	+ 63 (+ 27)	2121	- 19	2102	- 13	2089
Northumberland	57266 (59035)	+1347 (- 422)	58613	- 28	58585	+1765	60350

Source:- Municipal Directories

- ( ) 1971 Census





pressures. In addition, the possibility of a new airport being located in the North Pickering area enhanced the favourability of parts of Northumberland for urban development since it is within 30-40 minutes travelling distance from that area.

Therefore, much of the planning in the County has been geared to having to react, or not having to react as the case may be, to these types of development pressures. Moreover, regardless of the degree of pressures on local municipalities, the Official Plans throughout the County have been prepared and used without the benefit of an overall County context to indicate where growth was considered to be desirable, and where it was not. As a result, many of the local plans are limited in their usefulness, either because they are rural in character and not geared for large-scale urban growth, or because they contain a heterogeneous series of policies which do not effectively deal with the role of the area in a wider planning context.

The western section of Northumberland is in closer proximity to Toronto and Oshawa, but all of the major centres in the area except for Campbellford are located on or close to the major east-west highways (#401 and #2) and rail lines as well as being located along the north shore of Lake Ontario. In light of the COLUC\* exercise it appears that there is still a role for Northumberland to play in the larger context, although the details of this role remain undefined and basically open for the Task Force to decide.

Therefore, formation of the Task Force has been a direct result of these pressures and the Province's desire to develop an appropriate strategy for the area in order to accommodate a possible rapid growth of population and economic activity, in line with stated local objectives.

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\* COLUC = Central Ontario Lakeshore Urban Complex, which in essence was Zone 1 in the TCR statements.



## B. BASIC GOALS AND OBJECTIVES

In a series of meetings after it was constituted in its present form, the Task Force discussed and compiled its basic Terms of Reference into a set of Goals and Objectives which they felt would best apply to Northumberland and the preparation of an appropriate Strategy for development. They were as follows:

### . Public Participation

#### Goal:

To develop and undertake a program of citizen participation to encourage them in the understanding of and the involvement in the process leading to a Development Strategy.

### . Environment

#### Goal:

To maximise the quality of the environment.

#### Objectives:

1. To provide for the needs arising from the long-term population trends, social and technological changes.
2. To design the area for identifiable uses.
3. To minimize pollution of water, air and land.
4. To conserve and improve the natural physical features of the area.

### . Economy

#### Goal:

To develop the area consistent with its Economic Potential.

#### Objectives:

1. To develop suitable economic functions for the area.
2. To achieve an optimum balance in the economic structure.
3. To provide adequate and suitably located areas for the various economic activities.



. Transportation

Goal:

To provide adequate, efficient and economic systems for transportation through, within, and affecting the Study Area.

Objectives:

1. To minimize the relative time, distance and cost for the major movements of population and goods.
2. To create a balance between transportation demand and capacity of transportation networks to accommodate major urban and rural functions.
3. To provide adequate transportation systems to accommodate existing and future travel demands.

. Public Services

Goal:

To provide essential public services at feasible costs.

Objectives:

To develop all public services in a manner consistent with emerging and probable future changes in Technology, attitudes and demand.

. Implementation

Goal:

To recommend a system to facilitate the coordinated implementation of the development strategy.

Objectives:

To recommend the procedure and organization to implement the development strategy.





## C. IMPLICATIONS

### 1. Environmental Assessment

An environmental assessment was conducted of the County in order to determine the sensitivities of the various components with respect to accommodating growth.

#### a) Water Environment

Probably the most important natural feature of the Northumberland Area is its water resources, especially the Rice Lake-Trent River System which supports numerous tourist-commercial enterprises and some commercial fishing operations. The shallow nature of Rice Lake and its dense growths of submerged and emergent aquatic vegetation has fostered the growth of large fish populations. In addition to the fish, Rice Lake is frequented by large numbers of waterfowl each year, owing to the extensive beds of wild rice which still grow in many places along the shore.

The Trent River provides about the same speciation of fish as Rice Lake but also provides a different type of fishing for the sports fisherman due to the fast water along different sections of the river. The Trent also contains many of the spawning areas for the fish species in the system.

Since Rice Lake and the Trent River are fairly large bodies of water, their fish stocks are not as sensitive to human activities as is the case in smaller streams and lakes. However, unless safeguards are observed soon, a gradual reduction in the value of these waters as sport fisheries will almost certainly occur.



In Rice Lake the major problem would appear to be excessive nutrient loading due to sanitary wastes from cottages and smaller settlements along the shorelines. While nutrient concentrations in the Trent River are also high, from the same sources, other factors include the addition of various municipal and industrial wastes from larger urban areas such as Hastings, Campbellford and Trenton, which although they have been treated still contain nutrients that help warm the water bodies and foster growth of aquatic vegetation.

In addition to the major water bodies Northumberland contains a number of rivers, and streams, such as Shelter Valley Creek, Cold Creek, Ganaraska River, Gage Creek and Cobourg Brook, which support or have conditions favourable to support various fish species especially brook trout. Probably the most important factor controlling the distribution of brook trout is water temperature. Water temperatures which do not exceed 75°F, and have low nutrient concentrations are those conditions which are found to prevail in the upper portions of these streams. Therefore, any type of development which tends directly or indirectly to raise water temperature will also tend to reduce the range of brook trout.

These are not only important to the County for their economic contribution (tourist/fisherman attraction) but also because they represent a rather unique situation which is valuable in its own right. The Ganaraska River, for example, represents one of the last and the best watercourses of this kind on the entire north shore of lake Ontario and Lake Erie for production of game fish like splake and trout. These types of fish are part of a program on the lower Great Lakes to rejuvenate sport fishing, and rely heavily on natural features like the Ganaraska to contribute to the required system for such a program.



The Murray Marsh along the Trent River is a natural nesting ground and resting area during migration for many species of waterfowl. The Marsh also contains significant population of deer. Again, the value is two-fold from the standpoint of an important nature preserve, and also from the standpoint of a significant attraction to hunters who contribute to the area economy. This value would be considerably reduced if development caused a lowering of the water table and subsequent deterioration of the Marsh.

Much of the Lake Ontario shoreline has relatively little significance, in terms of wildlife. At the eastern end there is an important deer wintering area in Presqu'ile Provincial Park as well as fish spawning grounds and waterfowl staging areas in the various bays. A few cattail marshes along the shoreline, such as the Carr Marsh and at Willow Beach, are of special interest to naturalists as are numerous very small areas, all of which would be moderately sensitive to shoreline development.

b) Hydro-Geography

Various types of human activities can have significant impact on the hydrologic regime of any area. For urbanized areas, it is not the generation of sanitary sewage that is a hydrologic problem as long as it is contained in proper treatment facilities. Rather it is the increased storm water run-off and the associated decreased water quality and increased erosion that are the potential problems in an area heavily influenced by hydrological elements, like Northumberland. In urbanized areas runoff volume is directly related to the percentage of area covered by roofs, streets and other impervious surfaces. In rural areas, the volume and peak run-off is affected by such factors as topographic features and land



clearance practices, and the type of crops and farming methods. In all cases storm runoff is extremely difficult and costly to contain artificially in order to spread the impact over a long period of time, and therefore areas where it would not need containment are important to identify in considering the accommodation of major growth.

Urbanization of formerly rural areas could drastically alter the hydrology of the area watershed(s) by causing flooding of downstream low-lying areas and the flooding of previously "safe" areas through increasing the volume of runoff. It could also cause significant acceleration of erosion resulting in damage to both land areas and water bodies. Sediment yields from areas under construction or already developed are generally known to be from 10 to 1000 times those from the former natural area.

Those rivers and streams in Northumberland located along the south facing slope of the Oak Ridges Moraine are steep, swift and shallow in the upper half, levelling out but remaining relatively shallow and depositional nearer Lake Ontario. The physiography of their basins creates high natural peak flows during the spring melt period and summer rainstorms. It is only with the planting of the lands in and around the Ganaraska and Northumberland County Forest areas that flooding has been reduced in the downstream areas of the relevant watersheds.

In terms of looking for alternative development strategies, these hydrologic conditions could be prohibitive to any large-scale urban development in the upper reaches of these watersheds when runoff in the downstream areas could increase anywhere from 100% to





300%. Such development would involve expensive remedial measures, such as flood control works and storm sewers to Lake Ontario to counteract the increase in runoff volume. Small scale development might be allowable if care were taken to lessen the immediate impact of runoff through the use of settling ponds or ground water recharge methodology.

It is worthwhile noting that the nature of the groundwater supplies in many of the upland (headwater) areas, and the sensitivity of the stream flows creates a general situation where large-scale growth in these areas would have to look to the two lakes for water supplies.

c) Water Quality

The major existing problems of water quality in the area are related to the Rice Lake-Trent River system and the urbanized sections of the stream estuaries along Lake Ontario. However, in general the water quality of any of the hydrologic systems could be quickly and adversely affected depending on the following factors:

- . The type of development proposed;
- . The ability of existing water bodies to assimilate the effluent from development;
- . The location of proposed development in relation to existing development using the same water source;
- . The capacity of existing municipal services to accommodate additional effluent from new development, or the extent of new facilities to handle such effluent;
- . Accessibility to usable water sources and the economics of using such sources;
- . Water management conflicts.



Both urban and rural development can adversely affect the area water quality. Farming operations are increasingly being identified as potential sources of water pollution with runoff attributable to fertilized fields, feedlots and other farming practices.

Urban development is much more concentrated than rural and in some respects this requires and allows better handling of potential pollutants, especially with regard to sanitary sewage and solid waste disposal. In other respects, however, the potential pollution problem is compounded. The increased volume attributable to storm runoff of urbanized (vs undeveloped) areas is not the only potential problem, since the quality of this runoff is generally very poor, having "cleansed" the roofs, streets, and so forth of air pollutants, chemical residues, salt, petroleum products, and other "droppings" from urban living. Technologically, storm water is difficult to treat because of its sporadic, high-volume occurrence. Therefore if it cannot be treated, the next solution is to ensure that the direct receiving water body is large enough, or sufficiently insensitive, to receive the effluent. In Northumberland, no inland watercourse is suitable from this standpoint, and even the Rice Lake-Trent River system is unsuitable. Lake Ontario is large enough to accomodate such effluent, but obviously not without long-term effect.

In assessing possible industrial development in Northumberland careful consideration must be given to such factors as impact on urban services, the type and quality of water needs, the type and quality of industrial effluent discharged into water sources, practical technology available for wastes treatment and general environment capability of the area to support such development.



Where residential and commercial developments are not on full municipal services caution should be exercised in light of pollution from runoff, possibilities of polluting ground water, potential for damage to limited or sensitive water areas such as in the inland areas.

Also, major water bodies which have potential for use by new developments may have parallel and conflicting potential for other uses such as recreation and conservation and these possible tradeoffs or multiple uses must be assessed.

In light of this situation, in order to lessen the effect of water pollution attributable to increased urban development in the County, all major growth should occur on full services.

d) Environmental Sensitivity Zones

For general qualitative analysis the study area was divided into four major zones based on similarities in their environmental systems and sensitivities to change, as shown on the following Table 2, and Map 2.

2. Agriculture

- a) Agriculture is the largest land user in Northumberland County, and is a dominant part of the economy. Particular stress has been placed on determining what agricultural strengths and weaknesses will be important in weighing alternative development strategies for the area.

Through an analysis of available census material it is apparent that farming in the County can best be described as being "average" for Ontario. Being somewhat similar economically to the average for Ontario suggests that the Northumberland agricultural economy





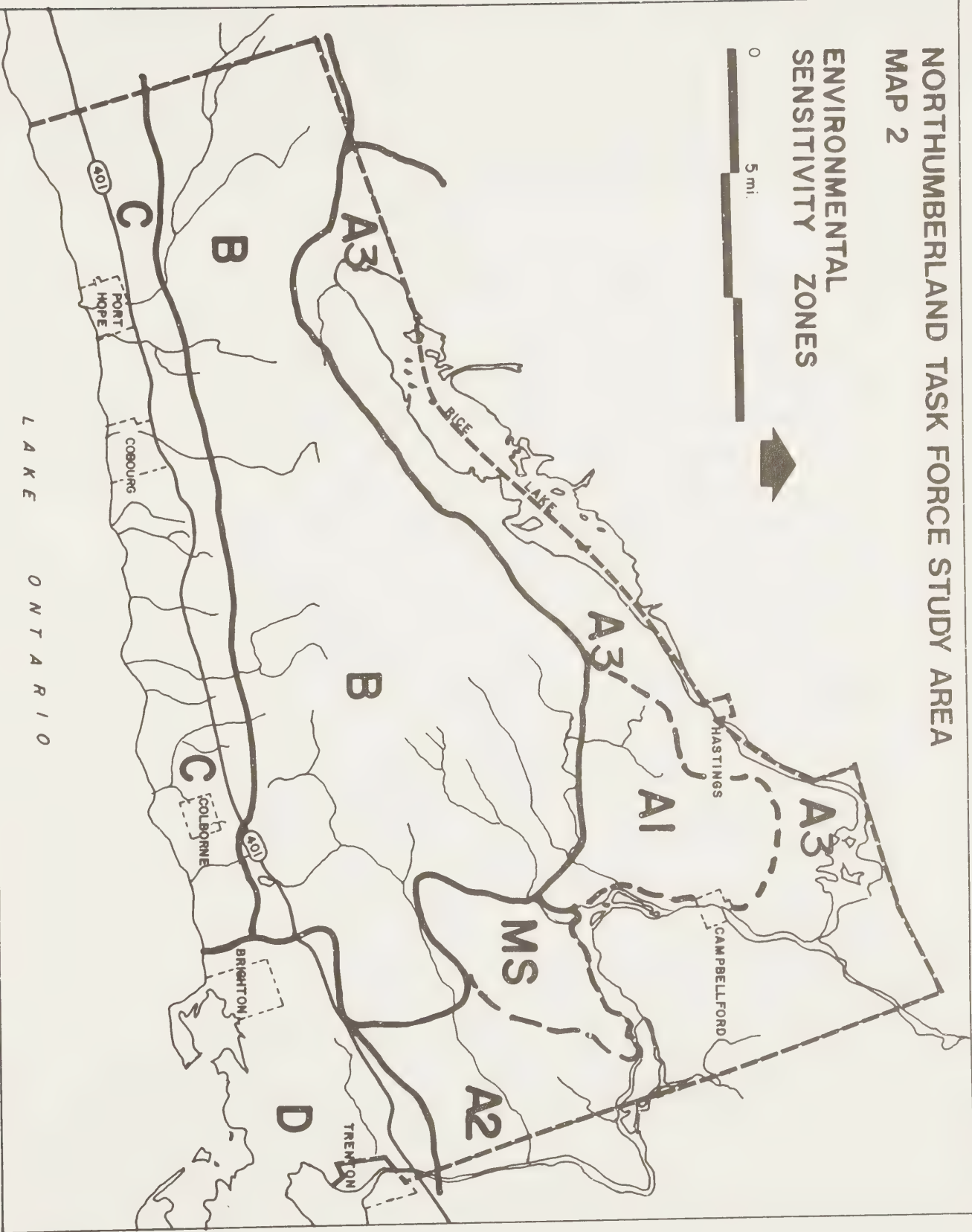
TABLE 2 - ENVIRONMENTAL SENSITIVITY ZONES

<u>Zone</u>	<u>Constraints</u>	<u>Limitations</u>
A1	- has small intermittent streams	- highly sensitive to pollution
A2	- has larger watersheds	- highly sensitive due to sensitive areas downstream
A3	- no major marshes, cold-water streams or other sensitive areas downstream	- less sensitive (except for Rice Lake-Trent River as receiving body)
B	- headwaters area of most major streams in the County  - contains cold-water portion of these streams  - topographic features exaggerate interference with hydrologic regime	- highly sensitive  - any change in forest cover, agricultural practices, water storage, urbanization or water diversion will have severe impact on hydrology, water quality and aquatic biology.
C	- lakeshore area and lower part of the watershed  - some shoreline marshes generally isolated	- least sensitive to change environmentally  - water pollution more readily abated due to proximity to Lake Ontario.
D	- land/lake interface with marshes and canal connecting to water bodies  - forms important area for spawning and waterfowl	- moderately sensitive to water pollution and ecological damage.
MS	- Murray Marsh  - nesting and resting grounds for waterfowl  - significant deer population	- feeder system highly sensitive  - critical water table level could be lowered with nearby development.



NORTHUMBERLAND TASK FORCE STUDY AREA  
MAP 2

ENVIRONMENTAL  
SENSITIVITY ZONES





will tend to move along with the mainstream of markets and public policies.

The County has no special or unique strengths in its endowment, except for a small area that is suitable for tree fruit growing, and it has no strong relative advantage for farming in its resources or its location.

Because Northumberland does not really form part of a larger farming area, it must maintain more or less its own "critical mass" of farming in order to have adequate services available. It may be that an area of "average" farming will have difficulty under normal circumstances withstanding and/or adjusting to the impact of special pressures such as might arise if major urban growth were to take place in the County. There appear to be relatively few alternative opportunities within farming if the current farm enterprises were threatened or constrained by external forces such as land price inflation or onerous restrictions on operations. Therefore, there may be a need to protect the agricultural land-base from such pressures if it is deemed that agriculture should be a long-term option in the County.

The townships with the strongest farming base in general are Hope, Hamilton, Haldimand and Cramahe. Due to their location these are also the areas most vulnerable to urban growth and to non-farm demands for land for residential and recreational purposes.

The reduction of acreage of cropland and other improved farm land in the County has proceeded at a more rapid rate than in the Province as a whole, indicating a shift to less intensive forms of farming together with pressure from the real estate market. The County's cropland base is relatively limited and farms have relatively



high percentages of rough land not workable by machinery, which is often attractive to prospective non-farm buyers.

The County's farm sector is somewhat more specialized than the Province (and four selected comparison counties) with 70% of 1971 revenues from just three product groups: cattle and calves, dairy, and tobacco. The apple orchards are a distinguishing feature of the County and Northumberland is a noteworthy producer. One tenth of all Ontario apple acreage is in Northumberland, and the growers have achieved a scale of operation as large as any in the Province (27 acres per grower, equal to Norfolk and much greater than all other County averages, in 1971).

The economic performance of Northumberland agriculture showed improvement during the 1961-71 period with above-average growth in output which was achieved by superior competitive performance to increase the County's share of the Provincial market in the three main groups noted above.

It is clear that long-term farming in Northumberland can continue, but only if land values do not exceed levels justified by extensive farming; if long-run stability is assured in order to justify long-run investments in livestock herd improvement, crops and buildings; if restriction on livestock feedlots do not prevent herd expansion; if yields are not depressed by air pollution; and if required agribusiness services and supplies are available to the local area.

Table 3 provides an indication of the concentration of better capability agriculture lands in the County. Classes 1 and 2 are considered best for food production and it can be seen that these are not





abundant in this area. However, it should be noted that farms require Classes 3 and 4 lands as well as 1 and 2, in order to carry out the usual livestock enterprises, and with this in mind the County's agricultural land base is a valuable one in total.

TABLE 3 - SOIL CAPABILITY FOR AGRICULTURE AS PERCENT OF TOWNSHIP AREA

<u>Municipality</u>	<u>Area in sq. miles</u>	<u>Classes 1, 2</u>	<u>Classes 1, 2, 3</u>	<u>Classes 1, 2, 3, 4</u>	<u>Ratio Classes 1-2 to Classes 1-4</u>
Hamilton	102.04	49.4	78.0	84.0	59
Percy	84.16	43.6	76.4	81.6	54
Cramahe	76.32	33.1	71.5	78.6	42
Seymour	110.10	45.7	70.7	77.3	59
Hope	103.19	53.1	57.6	76.1	70
Brighton	81.18	37.9	67.5	74.7	51
Alnwick	26.61	40.3	64.3	72.6	56
Murray	81.94	35.3	67.3	71.4	49
Haldimand	<u>126.11</u>	<u>26.6</u>	<u>49.3</u>	<u>70.0</u>	<u>38</u>
Northumberland	790.65*	40.5	66.2	76.2	53

\* excludes Towns and Villages.

Source: Canada Land Inventory, Soil Capability for Agriculture



- b) In order to better identify some of the County's current agricultural strengths and weaknesses an analysis of census data on an enumeration area scale was performed.

This undertaking delineated strong agricultural areas for consideration as permanent agricultural areas (see Map 3), and was used to help identify whether there were any areas where urban development might be located. The analysis was based on the quality of farming in the area (density of farming per square mile); the total acreage in corn, small grains, tobacco, vegetable and fruits as a percentage of the total improved land; and on the number of cattle supported per 100 acres of farmland.

This analysis differentiated not only the total acreage of farm land which might be urbanized but also the quality of that farming and therefore indicated the economic viability of the displaced farm operation.

- c) Along with the analyses described above, an attempt was made to assess the impact of development on the agricultural service industries in the Northumberland Area. It was generally found that the overall impact of well-planned urban development is unlikely to seriously undermine the competitiveness of agricultural supply services in the area. In fact urban development should strengthen local market opportunities for local suppliers of apples and beef, particularly through increased local demand. The agricultural supply industry in the County has shown and continues to show substantial changes in its structure and organization as it responds to overriding external economic sources. The response has generally led to a diminishing of local outlets as consolidation attempts to remove the operations to more central locations.

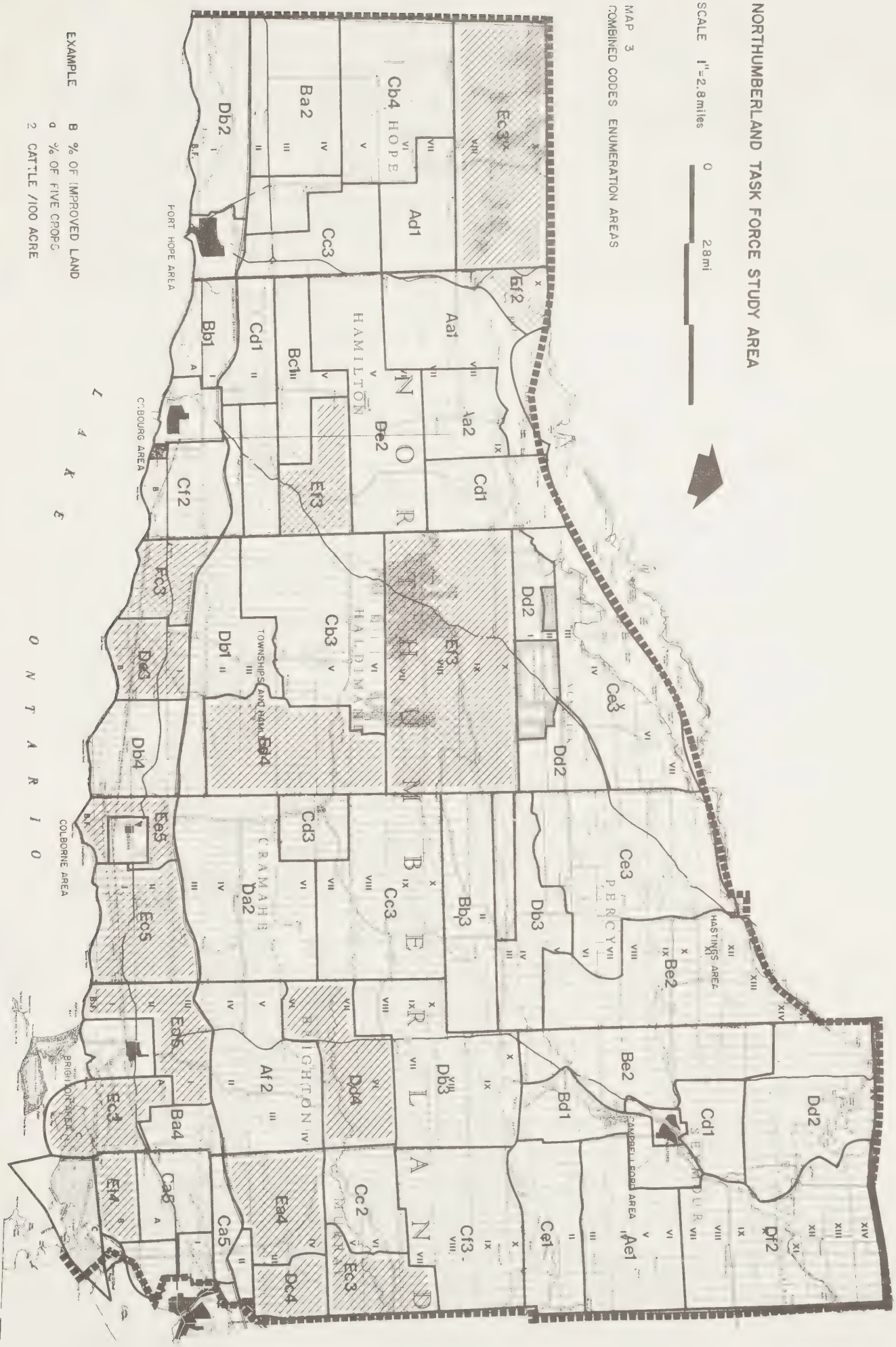


NORTHUMBERLAND TASK FORCE STUDY AREA

SCALE 1" = 2.8 miles



MAP 3  
COMBINED CODES ENUMERATION AREAS



EXAMPLE B % OF IMPROVED LAND

d % OF FIVE CROPS

2 CATTLE /100 ACRE

SOURCE : 1971 AGRICULTURAL CENSUS





- d) Urban development can affect agriculture in more ways than just the conversion or displacement of land for development purposes. A vegetation injury survey concluded that injury from ozone ( $O_3$ ) is already widespread and fairly uniformly distributed, both west to east and north to south. Damage from ozone, sulphur dioxide and fluoride which are urban-produced pollutants, can result in a lower crop yield.
- e) Probably, the single most important feature with regard to agricultural production in the area is its prevailing climatic conditions. The climate of Northumberland is generally favourable to agriculture although there are variations in this throughout the County, especially in comparing the north to the south. The most significant climatic elements of greatest significance to agriculture relate to heat and moisture. In Northumberland, the best climatic conditions for growing crops are found along the Lake Ontario shoreline which generally has a longer growing season, more frost free days and a higher rating of corn heat units which is an expression of temperature. Two factors which could act adversely on the crop production are: pollution brought to the area from the urban areas in the west by the prevailing westerly winds; and a summer water deficiency of 2 to 3 inches of precipitation, which can reduce the quality of the crops.

### 3. Economic Analysis

- a) A profile of the economic base of Northumberland County based on census information, shows that Manufacturing is the largest employment sector containing 25% of the residents in the area followed by Services, (personal, community and business) at 20%, and Retail Trade and Agriculture at 10% each.

Relative to the Province as a whole, the County has a considerably higher proportion of Farm Workers but all other major sectors, including Manufacturing, closely match the Provincial average. The only sectors in which the County proportion is significantly below the Provincial average are the minor sectors, such as Transportation and Utilities, Finance, Wholesale Trade and the Primary Industries excluding agriculture.





It is notable that 40% (almost 6000) of the non-agricultural labour force lives outside the urban centres (Cobourg, Port Hope, Campbellford, Colborne and Brighton). This could indicate either a large number of rural residents working in establishments located outside the urban centres or rural residents commuting to establishments in urban areas. In any case, there are almost twice as many non-farm workers as farmers now residing in rural areas of the County.

The urban economy of Northumberland is similar to Ontario and Toronto. However, it should be noted that in 1971 Cobourg and Port Hope had 34% of their labour force in Manufacturing which exceeds that of Ontario and Metropolitan Toronto which had just about 25%.

In summary, the area economy, as indicated by the employment of its residents, is a diverse one which is well-represented in manufacturing, services trade and agriculture. The manufacturing sector is relatively large, very diversified, and is not declining in proportion as is the manufacturing sector in Ontario as a whole.

- b) Due to the underlying premise provided by the Task Force, that population growth should be contingent upon appropriate economic growth, it was necessary to determine the factors that drew industrial firms to the County and the economic linkages of those firms within and outside of the County. The location of factors most important to those industries surveyed were (1) low cost of land, (2) use of an existing building and (3) low labour costs. As far as economic linkages are concerned, the industries which located in the Northumberland area tended to have strong Toronto and Montreal orientations.

#### 4. Servicing

- a) Municipal services have been installed by the larger communities located along the Lakeshore fringe and in the northeastern part of the area. (See Table 4). Generally, growth in urban areas is currently restricted due to one or more services being used to capacity, although in every case either extensions are under construction or consultants are preparing reports on the provision of increased capacity.

Based on the above information, it is quite apparent that major expansion of servicing facilities would be required to accommodate growth at the scale considered under various alternatives in these urban centres.



- b) It was considered possible that some of the growth alternatives could include growth in the rural areas, and thus it was necessary to assess the possibilities for servicing rural development around the various hamlets and villages in the County. Basically, the locations for suitable septic tank systems are dependent on suitability of a soil for waste disposal by this system. Each hamlet and village was assessed and classified based on soil survey information. It was generally found that most hamlets except for Bewdley and Pine Acres have waste disposal classifications of 3 or better which would imply that most of the hamlets have soils of good drainage characteristics. Therefore, notwithstanding other constraints, it could be concluded that on general physical grounds in most areas sewage treatment facilities can be effectively provided for individual homes by septic tanks. However, in terms of economics it was estimated that when the population of a communal development reaches about 1000, provision of separate septic tanks for individual houses becomes uneconomical and the rationale for a communal system becomes more valid.
- c) In light of the possibility of the Village of Colborne being considered for major growth, the provision of municipal services to accommodate such growth was investigated. It was generally concluded that major development in Colborne could be served by conventional gravity storm sewers following the fall of the land. Similarly, with the sanitary sewers, the topography and soils should permit economical construction. Although the present system of water supply from springs and wells may be sufficient for the near future, as urbanization occurs there is a good possibility of ground water contamination. Thus it should be considered that at least for the bulk of the growth allocation to the Colborne area, it will be necessary to obtain water from Lake Ontario which is about one mile south of the present Village limits.



TABLE 4: MUNICIPAL SERVICING LIMITATIONS

<u>Municipality</u>	<u>Sanitary Systems</u>	<u>Water Supply System</u>
Brighton	- lagoon	- natural springs - present demand - 750,000 gals. per day - could supply 1.5 million gals. per day (m.g.p.d.)
Campbellford	- Sewage Treatment Plant - secondary treatment - 1. m.g.p.d. capacity	- Trent River - no further capacity without improvements
Cobourg	- S.T.P. - secondary treatment - 3.53 m.g.p.d. - additional capacity already committed for residential developments under consideration	- Lake Ontario - 12 m.g.p.d. - maximum daily demand 4.3 m.g.p.d. - 7.7 m.g.p.d. excess capacity
Hastings	- S.T.P. to be con- structed to allow for population of 1,162 by year 1989	- Trent River - system at capacity - expansion will require in- creasing intake and new treatment facilities.
Port Hope	- S.T.P. - activated sludge - 2 m.g.p.d. - excess for 4,000 addi- tional population and allow for industrial expansion	- Lake Ontario - 4.4 m.g.p.d. - allow for up to 20,000 population
Warkworth	- no sanitary facilities	- Milk Creek - capacity to 1,300 population
Colborne	- sewage lagoon serves central core of Village - expansion plans and improved treatment for population of 4,000.	- springs northeast of Village - chlorine treatment - distribution improvements and new well to serve population of 5,000 - (816,000 g.p.d.)



## 5. Transportation

- a) The only freeway in the area is the MacDonald-Cartier Freeway (Highway 401) covering a distance of 45 miles, with interchanges at an average spacing of 4.5 miles. The interchanges serve the communities of Port Hope, Cobourg, Grafton, Colborne, Brighton, Murray Township and Trenton, and the proposed Wesleyville Generating Station. The freeway is essentially rural in design, bypassing the communities served. Similar to the rural stretches of this highway between Kingston and Windsor, there appears to be some growing conflict between the trans-provincial function of the freeway and its use by "local" traffic between towns.

There is a system of collector roads connecting the rural road system and the urban municipalities. Highway 28 serves traffic between Port Hope and Peterborough and also recreational traffic associated with Rice Lake. A bypass at Bewdley has recently been constructed. Highway 30 connects Brighton and Campbellford and improvements to the existing highway have been requested and will certainly be needed if Campbellford grows substantially in size and importance. The Ministry of Transportation and Communications has in its long-term plans indicated a new collector road between Peterborough and Stirling passing through Hastings and Campbellford which should provide useful access to the northern part of the County.

Highway 2 and 45 although under M.T.C. jurisdiction are generally regarded as local roads serving local trips, but especially in the case of Highway 2 such thinking should not allow, through land use planning decisions, the deterioration of the level of service such that it no longer serves its purpose as a major connecting route between centres. The number of individual traffic-generating uses along this road has a very great effect on this level of service, in terms of volumes, access points, speed limits, and so forth.





The County roads, some 170 miles of them, serve as local roads supporting the provincial system and serving local needs. In the County Road Needs Study, an additional 20 miles is proposed. In general the basic road system in the County is suitable for present conditions and there is a great deal of flexibility possible within that framework before it will be necessary to significantly alter the system.

The railways in the area are the mainline C.N.R. and C.P.R. following the same corridor parallel and close to Lake Ontario. The only other line in the area is the Campbellford C.N.R. subdivision which runs between Lindsay, Peterborough, Campbellford and Belleville and carries two freight trains per day and no passenger service.

The major water routes in the area are Lake Ontario and the Rice Lake-Trent River system. Their major importance to the County currently is as recreational facilities; this is especially true for the latter system which is not utilized for commerce. The facilities related to landward use of these waterways are inadequate in relation to the extent of their shoreline in the County.

There are currently no air services in the County, although this situation may be remedied in the near future if the County decides to purchase land for a County airport. It can be anticipated that with increased growth of the County, a great variety or scale of air service will be feasible; however, the nature of the actual air service will be determined by demand.

- b) Depending on the nature of alternative strategies, if major urban development were to occur on both sides of Highway 401 it would likely be necessary to increase capacity, adopting urban design characteristics and interchange configurations.



Highway 401 could be used for intra-county as well as inter-regional travel. A strategy which would place major growth in the eastern part of the County around Colborne and/or Brighton could create a substantial increase in in-county commuting, but much of this could be accommodated on the 401 itself without having to undertake extensive and costly improvement to the local east-west road system.

Such Strategy would carry several important considerations. The first is that the location and spacing of new interchanges would have to be carefully planned so as to avoid the type of problems the M.T.C. has encountered in similar situations elsewhere. The second consideration is the desirability of allowing significant urbanization only on one side of the highway in order to maintain the existing level of traffic service on the highway. The third is that the rural design of 401 in the east might have to be changed to reflect the greater urban development in the area and this would also require some up-grading of north-south routes to accommodate increased in-county commuting from northern communities.

No matter how land uses and jobs are arranged in Port Hope and Cobourg, any strategy which locates the bulk of population there will reinforce the present growing trend to westward commuting.

- c) There are aspects of transportation which do not relate directly to traffic or location of roads although these aspects are important. We are referring to the whole aspect of transportation costs and freight rates, and their potential impact on economic development. With truck transport the most common carrier of industrial and commercial products the road system is important,



but the costs to carry the goods are equally as important in encouraging and locating economic growth in the County. It is most important for the Task Force purposes to note that freight charges do not automatically increase with distance travelled.<sup>(6)</sup> There are a number of components that normally go into the freight rate structure, including types of goods, size of shipment, origins and destinations of shipping/receiving centres, competition among carriers, and volumes of freight moved along a route. There is even the possibility that the freight rate structure can be eliminated in favour of a negotiated arrangement if conditions are right. These related aspects all mean that transportation/freight costs are an important component in assessing the alternatives.

In terms of Northumberland, the current freight rate structure would appear to not penalize economic development in the area, especially along the "front" of the County, and given the development of particular types and volume of economic activities in that area, there should not be major problems with transportation costs adversely affecting the possibility of attracting industry to the County.

## 6. Recreation and Tourism

One of the key recreation resources in the area are the shorelines of Lake Ontario, Rice Lake and Trent River system. Each of these shoreline corridors has its unique recreation potential, as well as its problems. Most, if not, all of the desirable shoreline is already developed for private recreation and the public access-points to the water that exist are inadequate.

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(6) Cheuk C. Wong, Gerald Hodge and James J. Girvan - "Transportation Costs: A Straw Man in Regional Development" in PLAN CANADA, 15/1. March 1975.



About 80% of the Lake Ontario shoreline consists of shingle rock with nearly three quarters of this associated with clay or glacial till bluff. The recreational capability of such steep shorelines is generally low, and these shorelines may be subject to erosion. The remaining 20% of Lake Ontario's shoreline is sandy, especially around Presqu'ile Park and in the Cobourg-Port Hope area.

According to the Canada Land Inventory the land capability for recreation in the County is generally moderate-to-low, with a few high-ranking locations along the lakeshore. Similarly, the Ontario Land Inventory shows that high capability sections of the shoreline areas are limited with moderate-to-low capability rankings. These ratings are based on the capability of an area to attract and sustain intensive recreation use.

Different results were obtained in a study by the Task Force for recreation capability based on soils. This analysis was based on the influence of recreation on the soils, indicating the limitations to "heavy traffic" use, such as camping, game fields, heavily used hiking trails and other activities involving numerous people over a period of time. Several factors were involved in determining the class including slope and variability, drainage, fertility, texture, stoniness, flooding, impermeable layers, depth to bedrock and erosion. Overall, the County ranked very high using this system.

It would appear that the present supply of recreational facilities is sufficient to meet the present needs of the area populace and some "outsiders". It must be anticipated, however, that large-scale growth will mean more people and the demand for more facilities especially of the day-use type. Growth on the one hand could have a heavy impact on the natural recreational features, but on the other hand, it could simultaneously provide a wider range of facilities and increase the range of opportunities for new and old residents of the area.





## 7. Availability of Land for Urbanization

Generally speaking, there appears to be enough land around and within the existing urban centres to accommodate growth at the 125,000 level. The real question might be the direction that the growth should take and what will be the trade-offs that have to be made especially in terms of agricultural lands.

For example, if Port Hope and Cobourg were to become a single unit then it would more or less involve a filling of the gap between the two towns at the sacrifice of one of the largest concentrations of good agricultural lands in the County. These lands and others close by are almost totally owned or controlled by development interests but nevertheless are either in some form of agricultural operation or in a "natural" or non-urban state. If the two towns are hopeful of maintaining their separate identities, then development in the case of Port Hope should be directed to the west and north and growth around Cobourg directed to the east and north. This would again involve good agricultural lands.

The areas around Colborne and Brighton could be utilized for development without as much impact on the surrounding agricultural lands due to their lower qualities; although there are some good orchard lands that would be displaced in the area between these two towns.

Through an analysis of the capability of the area for urbanization based on the Northumberland County Soil Survey (1974)\* it was possible to get an indication of soil characteristics most likely to have an effect on a site selected for "in-soil" and "on-soil" construction. This did not specifically show that urbanization could or should occur in one area and not another but showed areas that are perhaps better suited and easier to build "on" or "in". Using this method, the area north and east of Colborne was shown to have a

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\*Specifically a classification system developed by Professor Douglas W. Hoffman of the University of Guelph, by which it is possible to rate soils for urbanization, waste disposal (septic tanks) and recreation.



slightly higher rating than the area around Port Hope and Cobourg. Both the areas around Brighton and Campbellford have some areas of high capability but they are small and broken up by unsuitable areas.

#### 8. Public Participation

The first goal outlined by the Task Force was "To develop and undertake a program of citizen participation to encourage them in the understanding of and the involvement in the process leading to a development strategy."

The Task Force has been successful in achieving this goal especially with the support of the local press, radio and television stations who kept the public informed on a current basis.

The Task Force met with the public and their elected officials in an attempt to discuss and explain the various alternatives and to refine those alternatives to reach a preferred Strategy. This involved meetings with special interest groups and clubs, local councils, mobile site offices, area high schools, general public meetings and two conferences, and was complemented by the dissemination of written material outlining current work of the Task Force.

#### 9. Summation

The above discussion is a brief description of the type of information and the level of detail collected for the deliberations on alternatives. In all of the research, the Goals and Objectives of the Task Force and the general Provincial context were borne in mind in trying to identify problems and/or constraints on possible development.

With these aspects in mind, the task of developing alternatives and then choosing a preferred Development Strategy proceeded.



**Chapter Two:**  
**Development of the Preferred**  
**Development Strategy**



## Chapter Two: Development of the Preferred Strategy

### A. AREA WIDE CONSIDERATIONS

Three population growth alternatives for the year 2000 were selected on the basis of the 1971 County population of just over 50,000 persons. The distribution of this population was approximately 60% urban (towns, villages and hamlets) to 40% rural with almost 50% of the total population concentrated in and around the three towns of Cobourg, Port Hope and Campbellford and the three villages of Brighton, Colborne and Hastings.

The three population alternatives of 77,000, 125,000 and 200,000 represent a trends growth, proportionate growth and accelerated growth, respectively.

The first and lowest growth alternative selected, with 77,000 people, was based on a projection of the past twenty-year trends pattern, which has had a declining growth rate. This trend was not representative of the four-year period, 1971-1974, as shown on Table 5, but provided a sounder basis for projection than the shorter period.

TABLE 5 - NORTHUMBERLAND STUDY AREA: 5 YEAR GROWTH RATES, 1951-1975

<u>Year</u>	<u>Population</u> (Census of Canada)	<u>Increase</u>	<u>Growth Rate</u> (%)
1951	42,184	5,527	13.10
1956	47,711	4,388	9.20
1961	52,099	3,779	7.25
1966	55,878	3,349	5.99
1971	59,227	1,853	3.13
1975	61,080*		

\*Source: Northumberland-Hastings-Prince Edward Assessment Office  
Region No. 6 - 1975 preliminary assessed population  
(subject to change).





The second alternative of 125,000 represented an assessment of the proportionate share of the Toronto-Centred Region (TCR) population which the Northumberland Area would receive under that concept. That area of Northumberland in Zone 3 of the TCR (Hope, Hamilton, Cobourg, Port Hope, Haldimand and Alnwick) contained 4.24% (34,100) of that Zone's total population in 1971, and could be expected to contain about 85,000 persons by the year 2000. If the remainder of Northumberland beyond Zone 3 (Percy, Hastings, Cramahe, Colborne, Seymour, Campbellford, Brighton Township and Village, and Murray) then grew at one-half the proposed Zone 3 rate, which compares closely with the rate of Zone 2 (the restricted growth area of T.C.R.), that section could grow to 40,000 by the year 2000 from the present 25,100. The total population in this case would be 125,000 in the year 2000.

It should be noted that a review of local official plans either approved or in the process of being approved indicated a total population of approximately 125,000 could be reached by the year 2000 even though the projections would appear to be independent of each other and without conscious consideration being given to County-wide needs and benefits.

The third and largest alternative of 200,000 was a figure often cited to the Task Force during discussions with the public and would appear to be a local interpretation of what the Toronto-Centred Region proposed for Northumberland. This would involve more than a tripling of the present population in 25 years time. Based on the present rate of growth in the area and trends in Provincial birth rates, attainment of this population figure would depend heavily on major acceleration of growth through one form of stimulation or another.

The lowest alternative, that of 77,000 people, represented a total increase of about 700 persons per year, spread over the entire County area, and contained few implications for discussion purposes. It was felt by most respondents and the Task Force to be too low and unrealistic



for the County, in light of the amount of existing and anticipated development pressures on the County. In order to restrict growth to such a low figure, very regressive controls would be necessary, which would be generally unacceptable.

An assessment of the implications of the other two alternatives of 125,000 and 200,000 was conducted, based on six patterns of distribution which are discussed subsequently in the text.

Considerations of the 200,000 alternative lead to a rejection of this figure due basically to the fact that it was not considered feasible to generate economic growth and employment opportunities coincident to that level of population, and at the same time maintain some acceptable level of self-sufficiency in Northumberland. It was also apparent that such a large increase in population in a relatively short period of time would have severe widespread impact on every facet of life in the county whether it be agricultural, transportation, lifestyles, services, and so forth. Moreover, it was apparent that such a large increase in the growth rate would require a great deal of economic stimulation, especially in light of the growth plans of the Regions and areas in closer proximity to Toronto.

The rejection locally of this scale of growth should be understood, and any pressure to revise these higher population levels would undoubtedly be taken as a provincial contravention or overruling of local opinion; as a sacrifice of agriculture in the County; as the purposeful creation of a Metropolitan Toronto-Oshawa commuter shed; and as an ignoring of the enormous impact on the County and the existing population.

The 125,000 alternative appeared to be most acceptable in terms of the assessment of the ability of the County to accommodate a doubling of the present population, without incurring the formidable implications of the 200,000 alternative. Some trade-offs would have to be made but not at the same scale as proposed under the largest alternative.



This figure was supported by respondents at public meetings and by the delegates at the first Northumberland conference, as a maximum population level to be used in the development strategy.



## B. DISTRIBUTION PATTERNS

Initially six basic patterns for the distribution of the three growth alternatives were selected for consideration. These patterns were chosen based on background investigations and in the context of the Goals and Objectives and the Interim Planning Guidelines of the Task Force (as shown in Figure 2). The six patterns were as follows:

- Dispersed Growth in Proportion to Existing Size

Estimated growth will be distributed according to the existing settlement pattern and the existing proportionate size. It is not intended to imply dispersion in the form of rural non-farm development, but rather growth of all "urban" towns, villages and hamlets.

- A Single Principal Growth Centre

The greatest proportion of estimated new growth will be allocated to one existing centre with the other centres receiving no more than "trends" growth.

- Two Principal Growth Centres

This alternative, depending on the two centres chosen to receive major growth, can accommodate two differing desires evidenced in the background investigations. If Port Hope and Cobourg are the major growth centres, this will satisfy existing development pressures in the western part of the County and reinforce the dominance of that portion of Northumberland. This sphere of influence can be shifted somewhat, however, by allowing major growth in the east, say in Colborne, Brighton or Campbellford, along with either Cobourg or Port Hope, or a Port Hope/Cobourg unit. The remaining centres and settlements will receive very little of the additional growth beyond what they may expect as infilling and minor expansion as part of long-range growth.





- . Five Principal Growth Centres

Major growth allocated to Port Hope, Cobourg, Colborne, Campbellford and Brighton will reinforce the existing distribution of major urban centres in the Task Force Area. However, depending on the actual population allocation to each centre it may be possible to promote a more even balance among these centres and still maintain the quality of life in the area.

- . Several Dispersed New Growth Centres

The number and size of such dispersed new growth centres will be dependent on the size of the final recommended growth alternative and the recommended density of development. Existing centres will absorb at least part of the "trends" growth under this alternative.

- . One New Growth Centre

Under this alternative the existing characteristics of the existing urban centres can be maintained while the County at the same time is accommodating growth in an orderly, well-planned fashion. Depending on the population range chosen, it is possible that the new centres can be very large and therefore subject to physical and environmental constraints.

The amount of additional "urban" lands necessary to accommodate any of the above patterns or variations thereof can depend on a wide range of variables especially with regard to the density of development. For purposes of analysis, a gross density figure of 10 persons per acre (p.p.a.) was chosen for use in consideration of urban development. This density includes a land vacancy of approximately 20% and all recreational and industrial lands, and is considered to be an appropriate density for strategic planning in a predominantly rural area like Northumberland, where the necessary or desirable development areas may be limited in scope, both numerically and in size.



Using this figure of 10 p.p.a., and depending on the range of population, it is possible that an additional 2,000 to 14,000 acres of land would have to be "urbanized". (These acreage figures could be lowered substantially by increasing the density of development, but for Strategy purposes, this was not considered useful.)

As noted earlier, the investigation and analysis of these six possible distribution patterns and associated variations based on the population growth alternatives concluded that the 200,000 population level was an undesirable goal to set for the strategy. In the collective opinion of the Task Force it was unfeasible to attain in the next 25 years, bearing in mind the earlier Task Force decision that the population growth would have to be contingent on related economic development in the County.

During the evaluation of the patterns based on the 125,000 population alternative, two of the patterns were slightly revised by the Task Force, and two of the patterns were rejected, namely the One New Growth Centre and Several Dispersed New Growth Centres. The two alternatives based on the creation of totally new centre(s) were rejected on the basis of their impact on the County, especially with regard to the environment and agriculture.

Four alternatives, therefore, were assessed in greater detail, and Figure 1 outlines these alternatives and the criteria used in the assessment. It was these alternatives that were discussed publicly and taken to the delegates of the Task Force Conference in April 1975, for their consideration as possible choices for a final strategy based on the 125,000 population growth alternative. Each of the four alternatives is discussed briefly.



FIGURE 1: Matrix of 125,000 Alternative, Assessment by Criteria

ALTERNATIVE	ALTERNATIVE 1 DISPERSED GROWTH	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4
CRITERIA	Port Hope - 24,974 Cobourg - 31,749 Colborne - 4,468 Brighton - 8,314 Campbellford - 9,916 Townships - 46,500 (Increase in hamlets)	Port Hope - 15,000 Cobourg - 20,000 Colborne - 50,000 Brighton - 5,000 Campbellford - 5,000 Townships - 30,000 (Stable)	Port Hope - 20,000 Cobourg - 20,000 Colborne - 25,000 Brighton - 5,000 Campbellford - 10,000 Townships - 45,000 (50% growth)	Port Hope - 25,000 Cobourg - 25,000 Colborne - 25,000 Brighton - 10,000 Campbellford - 10,000 Townships - 30,000 (Stable)
ECONOMIC DEVELOPMENT	<ul style="list-style-type: none"> <li>Port Hope and Cobourg remain as dominant economic centres</li> <li>Dispersal of job opportunities to other centres is difficult</li> <li>Out-of-County commuting will continue</li> </ul>	<ul style="list-style-type: none"> <li>Greater central focus created for the County</li> <li>Economic benefits to all parts of County but especially Central, East and North</li> <li>Reliance on a "new town" to accomplish major growth</li> <li>Minimizes out-of-County commuting</li> </ul>	<ul style="list-style-type: none"> <li>Colborne one of three major growth centres</li> <li>Similar economic implications to Alternative 2</li> <li>Reduce out-of-County commuting</li> <li>Less emphasis is on growth in Colborne</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 3, less emphasis on growth in Colborne</li> <li>Brighton's economic growth potential doubtful</li> </ul>
AGRICULTURE	<ul style="list-style-type: none"> <li>Significant County-wide impact around Port Hope and Cobourg</li> <li>Local impact around Brighton</li> <li>Minimal impact elsewhere <u>if growth is kept in hamlets</u></li> </ul>	<ul style="list-style-type: none"> <li>Major impact around Colborne</li> <li>Comparatively, agriculture not strong in this area</li> <li>Some significant impact around Port Hope and Cobourg</li> <li>Minimal impact elsewhere</li> </ul>	<ul style="list-style-type: none"> <li>Similar impact around Port Hope, Cobourg, Colborne (as in A.2) and around Campbellford</li> <li>Minimal impact elsewhere <u>if growth in hamlets</u></li> </ul>	<ul style="list-style-type: none"> <li>Some impact around Port Hope, Cobourg, Colborne, Campbellford</li> <li>Impact on apple growing area around Brighton</li> <li>Minimal impact elsewhere</li> </ul>
COMMUNITY STRUCTURE AND LIFE STYLE	<ul style="list-style-type: none"> <li>Major centres can assimilate growth rate</li> <li>More diversity and services in Port Hope and Cobourg and to a lesser degree in Campbellford</li> <li>New vitality in hamlets</li> </ul>	<ul style="list-style-type: none"> <li>Colborne essentially becomes a new town</li> <li>Other centres can absorb growth without drastic changes</li> </ul>	<ul style="list-style-type: none"> <li>Major change in Colborne</li> <li>Significant change in Campbellford</li> <li>No significant changes in other communities</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 3</li> <li>Significant change in Brighton</li> </ul>
URBAN PATTERN	<ul style="list-style-type: none"> <li>Similar to the existing pattern</li> <li>Campbellford, Brighton, Colborne would play a greater service role</li> </ul>	<ul style="list-style-type: none"> <li>Major eastern shift in pattern with Colborne as the principal centre</li> </ul>	<ul style="list-style-type: none"> <li>Significant change - Colborne becomes an important centre similar to Port Hope and Cobourg, but possibly overshadowed by them</li> </ul>	<ul style="list-style-type: none"> <li>A major shift of services and employment to the east and north</li> </ul>
NATURAL ENVIRONMENT	<ul style="list-style-type: none"> <li>Some impact around Port Hope, Cobourg, Campbellford</li> <li>The hamlets present potential problems in specific areas</li> </ul>	<ul style="list-style-type: none"> <li>Significant impact around Colborne</li> <li>No major impacts elsewhere</li> </ul>	<ul style="list-style-type: none"> <li>Some problems around Campbellford and Colborne</li> <li>Hamlets present potential problems</li> <li>No major impacts elsewhere</li> </ul>	<ul style="list-style-type: none"> <li>Some problems around Campbellford, Brighton and Colborne</li> <li>No major impacts elsewhere</li> </ul>
AVAILABILITY OF LAND FOR URBAN DEVELOPMENT	<ul style="list-style-type: none"> <li>No major problems for Lakeshore communities</li> <li>Some possible constraints for Campbellford</li> <li>Specific hamlets have development constraints</li> </ul>	<ul style="list-style-type: none"> <li>It may be difficult to find sufficient suitable land, contiguous with Colborne, but land in the vicinity is generally available</li> </ul>	<ul style="list-style-type: none"> <li>Sufficient land available in most centres</li> <li>Campbellford has some possible limitations</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 3</li> <li>Some constraints to growth in Brighton</li> </ul>
SERVICEABILITY	<ul style="list-style-type: none"> <li>No severe limitations on servicing in south-west and south-central County</li> <li>Possible limitations on hamlet areas</li> <li>Some problems around Brighton, Campbellford and Hastings</li> </ul>	<ul style="list-style-type: none"> <li>Probable extension or duplication of services in Port Hope and Cobourg</li> <li>Brighton - problems with Presqu'ile Bay</li> <li>Campbellford-Trent River highly sensitive to pollution</li> <li>Colborne - new system required</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 2</li> <li>Possible servicing limitations or hamlet development</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 2</li> <li>Brighton - locational problems incurring extraordinary servicing costs</li> </ul>
RECREATION AND TOURISM	<ul style="list-style-type: none"> <li>Heavy use of County resources by residents of the County</li> <li>This could discourage tourism</li> </ul>	<ul style="list-style-type: none"> <li>Heavy use of County resources by residents</li> <li>Greater use of Lakeshore and north-east by Colborne residents</li> <li>More man-made facilities in Colborne</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 2 but fewer man-made facilities in Colborne</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 3</li> <li>Greater potential use of Presqu'ile</li> </ul>
TRANSPORTATION	<ul style="list-style-type: none"> <li>Major upgrading of existing County road system required</li> </ul>	<ul style="list-style-type: none"> <li>401 will become an urban type of highway in the Colborne area</li> <li>Improvement of access to Campbellford necessary</li> </ul>	<ul style="list-style-type: none"> <li>Improvement of access to Campbellford</li> <li>Some changes to 401 around Colborne</li> <li>Some improvements to rural road links</li> </ul>	<ul style="list-style-type: none"> <li>Similar to Alternative 3</li> </ul>
FEASIBILITY	<ul style="list-style-type: none"> <li>Generally feasible if growth not tied to proportionate job distribution</li> <li>Helps to foster rural way of living</li> <li>Employment in all nodes in unfeasible</li> </ul>	<ul style="list-style-type: none"> <li>Dependent upon major public and private decisions to alter growth pattern</li> <li>Large size of Colborne might prevent success</li> </ul>	<ul style="list-style-type: none"> <li>Creation of a new secondary growth centre is more easily achieved than the creation of a new dominant centre</li> </ul>	<ul style="list-style-type: none"> <li>It would be difficult to create a major employment base in Brighton</li> <li>Otherwise similar to Alternative 3</li> </ul>





- (1) Dispersed growth to existing centres in proportion to existing size.

Although this alternative would have certain beneficial effects such as maintaining the existing urban pattern and lifestyle of the area, it could have major impacts on the natural environment and place a much heavier burden on existing transportation and servicing systems especially in those areas north of the Lake Ontario shoreline.

It was apparent that the chances of this alternative succeeding depended not on the dispersion of major economic development, but rather on the ability to concentrate it, and to allow only dispersion of the population. This was felt to be a significant dilution of the basic alternative, and sufficient reason to reject it.

- (2) Colborne as the principal growth centre.

The population allocation was suggested as shown below:

Colborne	50,000
Cobourg	20,000
Port Hope	15,000
Campbellford	5,000
Brighton	5,000
Townships (and Hamlets)	30,000
Total	<hr/> 125,000

This pattern would allow for a "trends" growth in all major existing centres except for Colborne, with further development largely curtailed in the rural areas. Colborne at 50,000 would provide a new focal point in the County with special emphasis and benefits to the eastern section. Major impacts would be concentrated in the Colborne vicinity, but overall these would likely be less than if this scale of growth were to be accommodated at any of the other existing centres.





(3) Growth in Four Centres

The population was allocated as shown below:

Colborne	25,000
Port Hope	20,000
Cobourg	20,000
Campbellford	10,000
Brighton	5,000
Townships (and hamlets)	<u>45,000</u>
Total	125,000

This alternative basically would allow a slightly faster growth rate in Port Hope than allowed in the second alternative, with 50% additional growth of the rural areas with new growth occurring around the existing hamlets and villages, Campbellford could grow to estimated capacity and Colborne would have a lesser role to play in the County, although still a major one in the east.

This pattern would tend to perpetuate the collective predominance of Cobourg and Port Hope, but attempt to reduce their relative importance by the scale of development allocated to the Colborne area. At the same time, a substantial urban service centre in the northern part of the area would be provided at Campbellford.

(4) Five Principal Growth Centres

The population was allocated as shown below:

Port Hope	25,000
Cobourg	25,000
Colborne	25,000
Campbellford	10,000
Brighton	10,000
Townships (and hamlets)	<u>30,000</u>
Total	125,000



In this alternative the relative importance of Colborne would be reduced in favour of the two westerly towns and significant growth would be allowed in both Campbellford and Brighton. This alternative might involve the urbanization of a greater quantity of prime agricultural land both in the eastern and western sections of the County. Also, Trenton's dominance of the East might prove to be too formidable in the fostering of economic development to support the population allocation in Brighton.

Each alternative was analyzed and evaluated with regard to its implications, according to the following set of criteria:

- . economic development - (the implications for the future economic development, especially industry and related services)
- . urban pattern - (the changes that might occur in the pattern or arrangement of urban areas)
- . community structure and lifestyle - (the effect on the way of life in an area or community and in scale of community)
- . natural environment - (the implications for the natural environment)
- . availability of land for urban development - (the possibility of finding enough suitable land for urban-type of development to accommodate a particular alternative)
- . serviceability - (the possibilities of servicing development and the relative scale of costs to do so)



- recreation and tourism - (the implications for natural recreational resources of a particular alternative)
- transportation - (the implications for existing transportation facilities, and requirements for new facilities)
- feasibility - (an overall assessment of the possibility of success of a particular alternative).

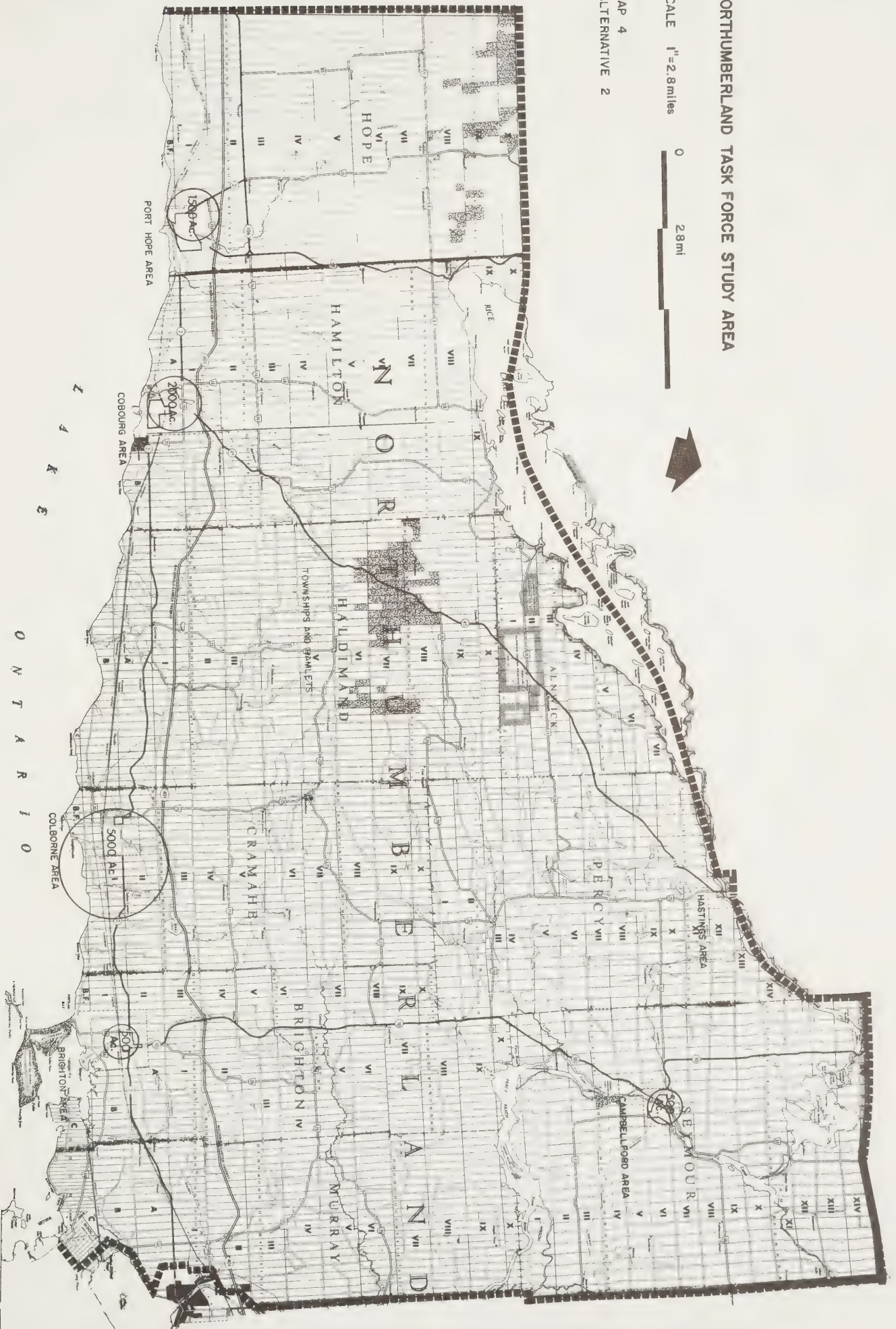
The discussion of each of these criteria as applied to the four alternatives is summarized in Figure 1. Maps 4, 5, and 6 illustrate schematically the three alternatives that were considered to be most capable of meeting needs, desires, and/or requirements of the people of the County over the long-term period of the Strategy.





SCALE 1"=2.8 miles

0 28mi





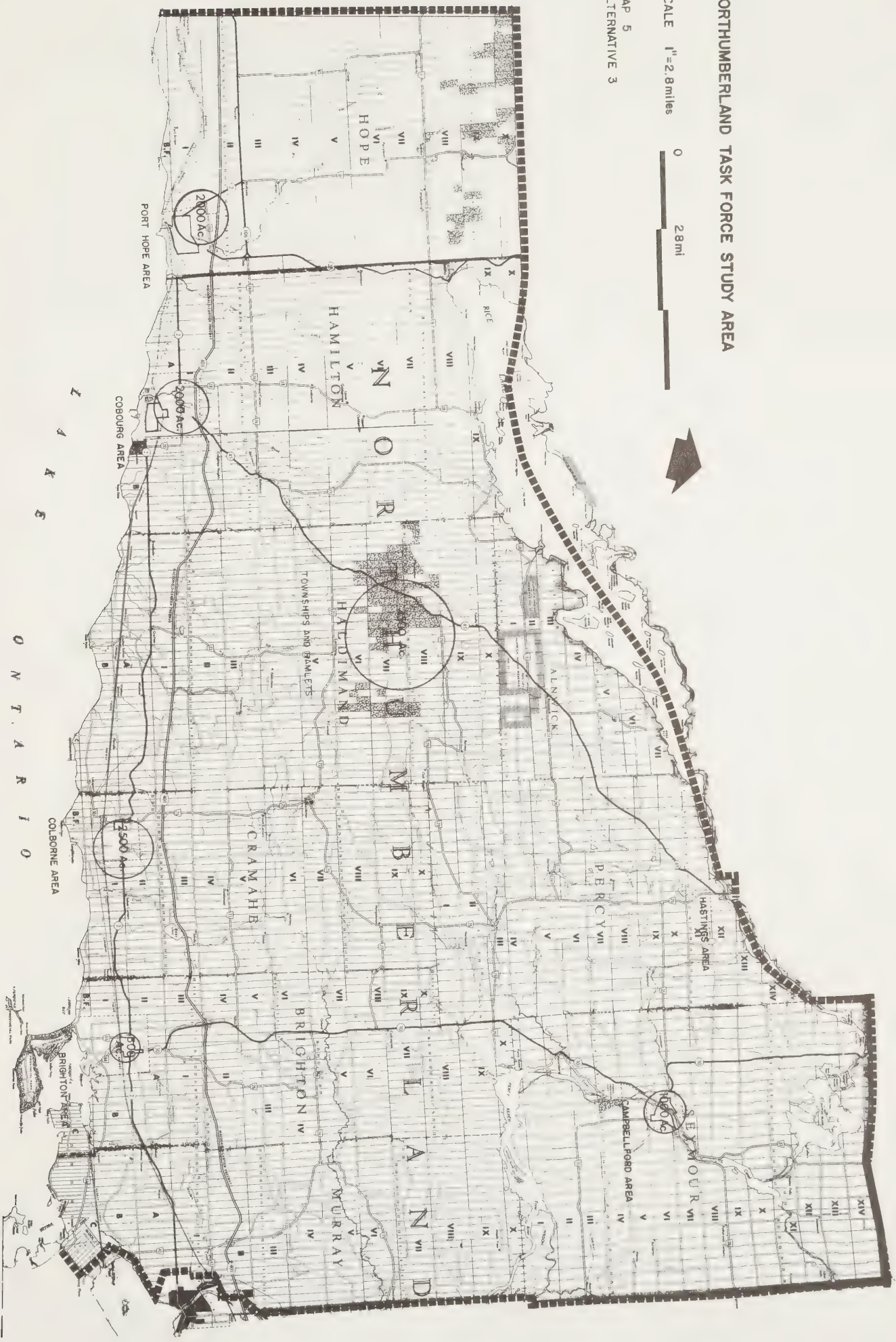


NORTHUMBERLAND TASK FORCE STUDY AREA

SCALE 1"=2.8 miles



MAP 5  
ALTERNATIVE 3





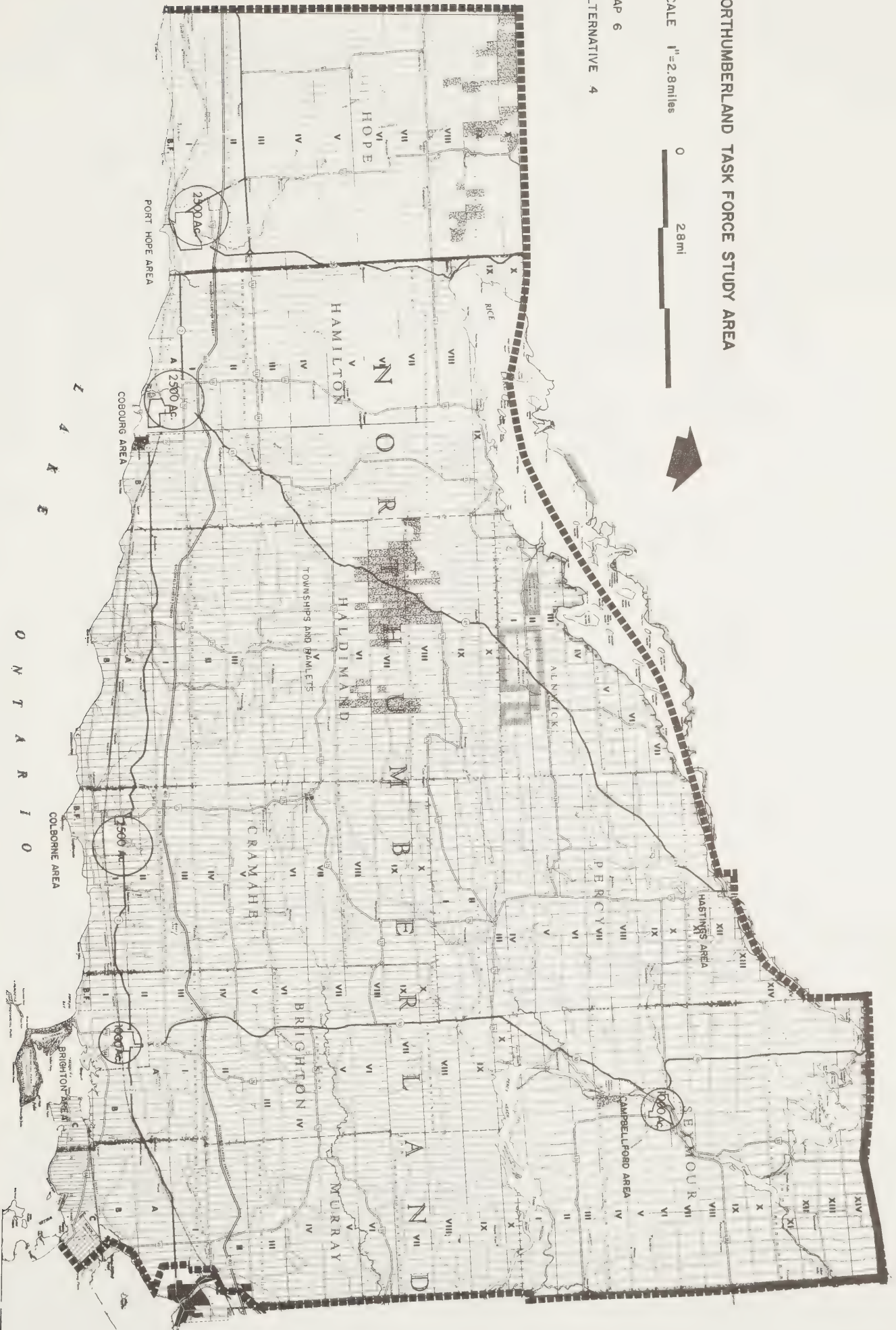


NORTHUMBERLAND TASK FORCE STUDY AREA

SCALE 1"=2.8 miles



MAP 6  
ALTERNATIVE 4





C. THE PREFERRED DEVELOPMENT STRATEGY

In August and September, 1975, a series of meetings with area Councils, and Public Meetings were held at which a "Discussion Draft" of the Preferred Development Strategy was presented and discussed. The draft version was intended to outline the format of the Strategy and to convey the current thinking of the Technical Committee of the Task Force, all in order to help obtain public discussion of its on-going work. It was explained that changes could and would be made in the draft before the Technical Committee prepared its final report to the Political Committee on a preferred Development Strategy.

To place the nature of the Strategy in the proper perspective, the Strategy attempts to deal with issues raised from all sources within the framework of the Goals and Objectives of the Task Force and consistent with the areas of interest covered by the Interim Guidelines. As such, the Strategy is oriented to deal with the primary task of accommodating major growth in terms of the size, location, and general timing in a manner acceptable to the County. At the same time, the Strategy deals with issues related to existing and future growth in the County that are of importance to the people of the County.

The Strategy is intended to form Provincial policy that would provide the framework, the guidelines within which planning and economic development would be considered for the County by the various Provincial ministries and agencies.



Throughout the "public" discussion period, it was stressed that the Strategy was intended to present a County-wide viewpoint and that all considerations regarding development would be reviewed from the standpoint of what was considered to be beneficial to the County as a whole. This was a viewpoint that, at least in terms of development, had not previously been considered to any extent, and evoked some understandable feelings of discontent from a more local standpoint.

The policies of the recommended Strategy that are outlined in this section are divided into three sub-sections for clarity: population guidelines, planning guidelines, and sub-area guidelines.

## 1. Population Guidelines

### 1.1 Population Allocation

The recommended acceptable population level for the Northumberland Area by the year 2001 is 125,000. The basic principles are that this population should be concentrated in urban centres, whether they be Towns, Villages or Hamlets; each major centre should be encouraged to maintain a balanced economy; and major population growth should occur in reasonable balance with the creation of new economic development in the County. It is recommended that all of the incremental growth should not occur in one area and that the five existing major centres should receive most of this increment, such that their population level in 2001 could be as follows:

Port Hope area	15,000 - 20,000
Cobourg area	20,000 - 25,000
Campbellford area	5,000 - 10,000
Brighton area	5,000 - 10,000
Townships and Hamlets (including Village of Hastings)	35,000 - 40,000
Colborne area	20,000 - 25,000





In considering the distribution of the incremental growth, it should be stressed that the recommended population level of 125,000 is important, but the critical guideline should be the ranges outlined above. This, in essence, may lead to an overall population level of 100,000 to 130,000, a range which is considered acceptable in terms of the success of the Strategy.

### 1.2 Rationale for Population Allocation

Northumberland is closely linked by transportation and economic ties to the Metropolitan Toronto-Oshawa urban conurbation. But it was not until growth in that area led to escalating housing costs that Northumberland began to feel significant effects, especially in terms of rising house prices and workers commuting westward to jobs and returning eastward to home and family. This type of relationship has been deemed by the Task Force as not suitable either for these families or for the County as a whole, in the long-term. This is especially unsuitable in a situation where the County is being asked to accommodate major growth.

In earlier development concepts, Port Hope and Cobourg were suggested as the major centres. These suggestions were made, however, in the context of the United Counties of Durham and Northumberland, when the development of these centres would among other things, foster a strong centralized growth centre for that political entity. With the loss of Durham County to the Region, the Port Hope and Cobourg area is no longer central to the political area or to the people of the County. The rationale is therefore weakened, from a County standpoint, for accommodating the largest proportion of the new incremental growth of people and services in what is now the western area of the County. It is recommended therefore that growth in the County should be allocated to achieve a more evenly balanced distribution.



It is also recommended that there should be one significantly enlarged growth centre in the Colborne area to help discourage commuting westerly out of the County, to strengthen the economic and social way of life in the rest of the County, and reduce the impact of growth on the other existing centres.

It is clear that the amount of growth allocated to the Colborne area will create a new town centred on the existing Village. It is anticipated, however, that the presence of the historical Village and the concept of growth radiating from it should provide the necessary, but often lacking, "roots" for the new development, as well as the nucleus for many of the basic services.

Similar to the recommended Colborne growth pattern, it is recommended that the policies for all of the prospective urban centres, whether they be town, village or hamlet, provide for development that radiates outward from the existing community in well-planned increments, on lands that are most suitable for such development consistent with other guidelines.

In the case of the Port Hope, Cobourg and Colborne urban areas, it is recommended that planning policies at the County level provide for the major proportion of growth in the general directions indicated on Map 7; for Campbellford and Brighton growth can be accommodated as local conditions dictate, within the respective growth area.

The Brighton area is intended to continue as an administrative and commercial service centre for the large recreation areas in the vicinity and also as a local farm service centre, and farm retirement community for the wider areas.



In the County context, the role of the Campbellford area should be to service as the most important employment and service centre in the north as well as a retirement community for the wider area. The scale of this role is indicated by the proposed allocation of 5,000 - 10,000 people. It is anticipated that this moderate scale of development will be achieved on the basis of a balanced economy of diversified industrial and commercial services, as well as on the basis of its being designated as one of two centres of concentration for major new tourist and recreation facilities. It is intended that the Campbellford area's growth complement that of the other four urban growth areas to provide a full range of services and opportunities in the County. It is not expected, however, that the Campbellford area develop as a major industrial centre comparable to the designated Colborne, Cobourg or Port Hope areas.

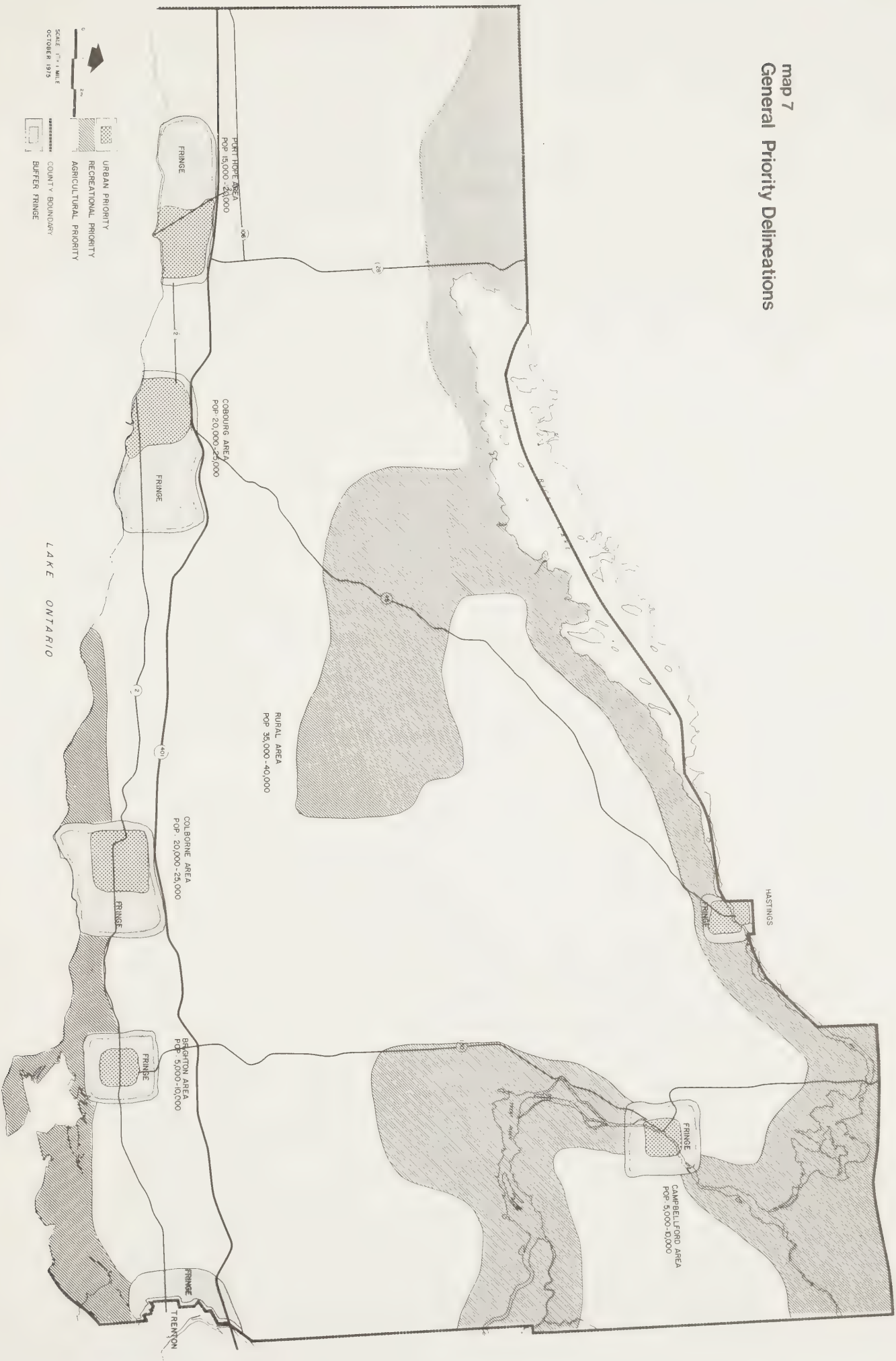
It is recommended that development of any major new Tourist and Recreation facilities and services that are responding to the use of the natural recreation resources of the County should be concentrated in the Campbellford and Brighton areas. It is anticipated that such concentration will encourage and foster the controlled use of the available resources in the County as a whole and help to build or reinforce available services in these two development areas.

Port Hope and Cobourg as the two largest existing towns will likely remain as important industrial, commercial, service and residential centres. However, their potential for unlimited growth, especially residential growth, should be limited in the interests of the development of the County as a whole. Their importance relative to the rest of the County will be reduced as the Colborne urban area develops, since the Colborne area is to be encouraged to provide a viable major alternative as a residential, employment and service centre for the entire County.





map 7  
General Priority Delineations





It is further recommended that most of the population allocation for the rural areas be concentrated in existing hamlets and rural villages. However, it is recommended that the availability of services in the Village of Hastings be reflected in a sub-allocation to that centre of a small portion of the "Townships and Hamlets" population allocation, consistent with the Village's ability to accommodate growth on full services, without severe impact on the local area and the existing population, and consistent also with related economic development in the area.

It is not anticipated that all rural hamlets and villages can expand, or should expand. Many are in both good agricultural areas and environmentally sensitive areas of the County. The land use policy planning that forms part of the process of implementation of this Strategy will have to give careful consideration to the growth in rural areas especially to the provision of proper servicing. Rural development should be consistent with the priority use of the rural area, and specific land uses in rural centres should be consistent with the role the centre is to perform in the wider area.

During the course of the Strategy if it becomes necessary to accommodate short-term rapid growth in the County, it is recommended that this occur largely in the Colborne area where the impact should be relatively less than in any other growth area. Rapid growth of Colborne, if and when necessary, and as long as it is well-planned and implemented, will help to implement the overall Strategy by relieving pressures around the western urban centres and distributing growth to the east. Should it be necessary to have rapid growth in this area, however, it is recommended that there be a related assessment of the subsequent impact on other aspects of the Strategy to ensure their continuing validity.



An important condition of the Strategy is that the ranges of population designated for particular areas of the County are not transferable to other areas of the County. If for instance, one area does not develop to the allocated population range, this would not in itself justify increasing the allocation elsewhere. Each allocation is established with certain aspects of the overall Strategy in mind. Any significant transfer of population would have to be done in light of a reassessment of the entire Strategy, including an assessment of whether it is preferable to fall short of the overall population level than alter the individual allocations.

## 2. Planning Guidelines

The basic elements of the Strategy and the manner in which these were derived have been described above. The Task Force is not expected to prepare land use planning policies for the County, but rather to provide the framework for such planning in the form of area-wide strategic development guidelines. In addition, the Strategy is expected to deal with some of the specific issues set out in the Interim Guidelines (see Figure 2), and therefore, has attempted to address itself to this need without dwelling on local planning and development control policy aspects.

In this undertaking, the concept of "perspective"<sup>(8)</sup> or priority-area planning is recommended. This entails assigning a priority use to all lands within the County. This priority use reflects long-term development goals for the area which are essential to successful performance and continuation of the priority use. The essence of the approach is that within the generally defined priority-use area,

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(8) R.S. Rodd and W. van Vuuren, A New Methodology In Countryside Planning (A Paper presented Canadian Agricultural Economics Society Workshop on Agricultural Land Use In Canada, Banff, Alberta March 19-21, 1975) in which the authors refer to the major unpublished report sponsored by TEIGA and Huron County, and done by James F. MacLaren Limited, in association with R.S. Rodd, W. van Vuuren and others, entitled Countryside Planning: A Methodology and Policies for Huron County and Province of Ontario (November 1974).





# FIGURE 2: Task Force Interim Planning Guidelines

## GUIDELINES FOR URBAN AREAS

- 1) URBAN DEVELOPMENT IS TO BE ENCOURAGED IN AND ADJACENT TO EXISTING URBAN CENTRES.  
The intention is to discourage haphazard development in favour of a more controlled growth.
- 2) URBAN DEVELOPMENT MUST BE ACCOMPANIED BY ADEQUATE SERVICING.  
Areas where services are present or can be economically planned, will be given preference for all forms of development in and adjacent to urban areas.
- 3) URBAN DEVELOPMENT SHOULD NOT TAKE PLACE ALONG DISCONTINUED MAJOR ARTERIAL ROADS.  
Highways are to be maintained as high-speed arterials for the movement of people and goods from one point to another.
- 4) STREET DEVELOPMENT OF ALL KINDS MUST BE DISCOURAGED.  
Since strip development increases the costs for services, i.e. water, sewerage, heating, etc. and does not result in optimum use of the land, it is the intention of the Task Force to discourage this type of development.
- 5) RESIDENTIAL AND COMMERCIAL DEVELOPMENT SHOULD BE DISCOURAGED ON WATERFRONT LANDS.  
Waterfront areas must be maintained for public use, whenever and wherever possible.
- 6) COMMUNITIES SHOULD BE ENCOURAGED TO REACH A SIZE CONSISTENT WITH THEIR SIZES IN THE STUDY AREA.  
It is intended that each community emphasises certain major functions, i.e. residential, from trade centre, recreational, etc. and therefore growth should be encouraged that complements its major function.
- 7) NEW RESIDENTIAL DEVELOPMENT WILL BE AT A DENSITY CONSISTENT WITH EXISTING URBAN DENSITIES.
- 8) INDUSTRIAL AND COMMERCIAL DEVELOPMENT WILL BE ENCOURAGED TO LOCATE IN SOUTHWEST AREAS.  
Industrial and commercial development should locate in environmentally suitable areas, where services are readily available and where costs are minimal.
- 9) GROWTH IS TO BE CONSISTENT WITH THE AREA'S ABILITY TO ABSORB IT WITHOUT EXCESSIVELY CHANGING EXISTING LIFE STYLES.  
This statement sums up present feeling of the Task Force for the way the area should grow.

## GUIDELINES FOR WATERWAYS

- General Intent  
NATURAL WATERWAYS SHOULD BE CONSIDERED OF SUCH VALUE AS TO BE CONSERVED AND WHERE POSSIBLE PRESERVED IN WHOLENESS.
- Definition  
WATERFRONT AREAS SHALL BE DEFINED AS THOSE LANDS WITHIN 500 FEET OF THE DESIGNATED FLOOD PLAIN OF AN EXISTING LAKE, RIVER OR WATER COURSE.
- 1) SUFFICIENT LAND SHOULD BE SET ASIDE, ADJUTING MAJOR WATERWAYS TO ENSURE PUBLIC ACCESS TO THE WATER.  
The intention of this guideline is to ensure that these waterways are of such significance in this study area, that their access to public use must be ensured.
  - 2) CLUSTER DEVELOPMENT IS TO BE ENCOURAGED.  
The intention of this guideline, as in those for urban areas, is to ensure that the servicing of the development be economical and readily adaptable.
  - 3) WHERE CLUSTERING NOT POSSIBLE, DEVELOPMENT SHOULD BE ENCOURAGED BACK FROM THE SHOULDER.  
The intention of this guideline is to ensure that the waterway is accessible to the public.
  - 4) AREAS OF NATURAL BEAUTY AND FOR RECREATION SHOULD BE CONSIDERED AS AREAS TO BE PRESERVED.  
The intention of this guideline is to focus particular attention on certain unique areas of natural beauty, such as the Cold Creek and Shelter Valley Creek Areas, and to indicate that these areas should be highlighted in the consideration of any development strategy.
  - 5) NO DEVELOPMENT SHALL BE ALLOWED IN FLOOD PLAINS OR HAZARD LANDS.
  - 6) WILDLIFE HABITATS SHOULD BE PRESERVED.  
The intention of this guideline is to recognize the unique environmental character of wildlife areas, especially marshes, and that their preservation should be encouraged.
  - 7) THE NORTH SHORE OF LAKE ONTARIO BE PROTECTED FOR FUTURE PUBLIC USES  
The intention of this guideline is to ensure that lands along Lake Ontario are available to the public.

## GUIDELINES FOR RURAL AREAS

- 1) THAT THE RETENTION OF LAND FOR AGRICULTURAL PURPOSES SHALL BE ENCOURAGED.  
Agricultural land should remain for agricultural purposes.
- 2) WORKED OUT ACCRETAGE DEPOSITS MUST BE REHABILITATED.  
Pits and quarries should not become scars on the countryside. The worked-out pits should be rehabilitated.
- 3) RESIDENTIAL DEVELOPMENT IN RURAL AREAS WILL BE ENCOURAGED TO LOCATE IN THOSE AREAS WITHIN OR ADJACENT TO EXISTING HAMLETS AND VILLAGES.
- 4) RURAL NON-FARM DEVELOPMENT SHOULD BE DESIGNED TO ENSURE THAT THE "COUNTRY" CHARACTERISTICS WILL PREVAIL IN THE FUTURE.  
Rural non-farm development including extractive industries will be encouraged only if it does not detract from the rural atmosphere. The density of development should be very low.
- 5) SEASONAL RESIDENTIAL DEVELOPMENT WILL BE ENCOURAGED WHERE THE NATURAL FACILITIES AND EXISTING SERVICES ARE SUITABLY OR READILY AVAILABLE.  
Dwellings should be located where the soil is capable of handling a septic tank and tile bed combination, and where services are able to be located with ease i.e. not through rock or in the flood plains, etc.
- 6) CONVERSIONS OF SEASONAL TO PERMANENT RESIDENCES SHOULD BE STOPPED, IF POSSIBLE. WHERE THEY CANNOT BE STOPPED, CONVERSION MUST ONLY BE CONSIDERED ACCORDING TO SET CRITERIA WHICH RESULTS IN GOOD QUALITY.  
Conversion from seasonal to permanent dwellings should be disallowed, since they usually require an increase in services similar to those for a subdivision. However, where conversion does take place, it must be done to improve the quality of the dwelling.
- 7) NEW COMMERCIAL DEVELOPMENTS SHALL BE ENCOURAGED ONLY WHERE IT IS CONSIDERABLE TO THE RURAL COMMUNITY.  
Commercial establishments, like shopping centres, should not be located in places that detract from the character of the surrounding community.





that use must predominate over other uses in any instances of conflict. Other uses and activities are not precluded, but they are acceptable\* only if they support the priority use or are at least neutral in their impact on it. This approach is consistent with the Task Force's mandate because it leaves open to the proper authority within the County context, the choice of the entire range of policies which implement the perspective.

The use of this approach has allowed the Task Force to deal with strategic planning for urban, agricultural, environmental, and recreational areas. The Task Force has been able to provide within its realm of responsibility a positive approach to the protection and fostering of these various major components of the County - an approach that permits rather than prohibits a wide range of activities yet still protects and fosters the priority uses at a strategic level.

### 2.1 Agricultural Priority Areas

Agriculture is currently one of the most important industries in the County, and population growth and related economic development could have a great impact on it. It is recommended that in order to keep options open for the future, this industry and its land base should be protected from those kinds of development which are detrimental to it. At the same time, however, it is important to avoid a "freeze" on the rural areas, since they are an important component of the make-up of the County and should be allowed to remain dynamic within the framework of the Strategy.

Protecting agriculture from urban development has two spatial components. There must be a distinction between agriculture around growing urban centres and agriculture in the remainder of the County. Agri-

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\*Acceptable here refers to complying with the strategy guidelines; it does not mean that within the local land-use planning framework a certain use which is strategically acceptable will be deemed suitably located anywhere in the priority area.



culture is not only affected near urban centres where and when agricultural lands are shifted to urban-oriented uses (see Urban Priority Areas), but growing urban centres can extend their influence into the countryside over great distances if there are no measures taken to control such influence. The effect of urbanization on agriculture in non-urban fringe areas is not just the threat of losing the land, but also the pressures on the stability and economics of farming.

In many parts of the County, there has been a growing intrusion of urban-oriented land uses into rural areas, mainly rural non-farm housing. This has created pressure on farm land prices, making it difficult for farmers to increase their holdings or to enter into the industry. Moreover, these non-farm uses have the effect of breaking up individual agricultural holdings. This is detrimental to many farm operations which require large amalgamated operations for efficient production. As the number of urban uses grows, the interspersing of urban and rural uses undermines future options, both for efficient farm amalgamation and also for adjustment to new farm technologies and market opportunities.

In addition, rapid intrusion of urban-oriented uses into rural areas creates an atmosphere of uncertainty among the rural community. In a situation where many agricultural enterprises such as dairying and fruit-growing require regular long-term investments, these will only be undertaken if a reasonable return is expected. Uncertainty about land remaining in agriculture can be a deterrent to such investment, resulting in a dwindling industry.



The presence of non-farm uses in farming areas also creates nuisance for the non-farm dwellers (in terms of obnoxious odours, dust, noise) and for farmers (theft of crops, vandalism, trespassing, dogs, congested rural road, weed infestation, loss of neighbours' cooperation). These effects usually lead to additional pressures on, and production costs to the farmer through complaints about the farming operations and the increased need to hire outside labour, if available, rather than being able to mutually cooperate with farm neighbours.

These pressures and additional costs are obviously the result of conflicting uses in a rural area; it is anticipated that by recommending an agricultural priority-use assignment to certain large portions of the rural area, the sources of conflict with the agricultural priority will be diminished over time.

The boundary delineation for the Agricultural Priority Area places large but not exclusive emphasis on the physical capability of the land, since the economic strength of farming on the higher soil classes has been demonstrated in earlier reports.

The delineation includes all the capability classes 1-4\* and most "special soils" even if they are narrow bands. Because it is on a macro-scale, small parcels of poorer quality land are inevitably included as part of the larger priority area, and help to provide some of the basis for allowing varied complementary uses within the overall priority.

In the Agricultural Priority Areas, agriculture would be the dominant use. That is not to say the area is a single-use area, but rather that all other permitted uses should support or be "neutral" to agriculture. Small-scale agri-service and supply activities are one

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\*Canada Land Inventory, Capability For Agriculture.





example. However, even though they are compatible with agriculture for the purposes of the Strategy, they should not be permitted to locate on the best agricultural land or develop in an extremely scattered fashion. Preferably they could be located in a hamlet or village. Similarly, small-scale institutions can be supportive of the agricultural uses, but again they should be encouraged to be in hamlets and villages, not on the agricultural lands themselves. The hamlet and village in an agricultural-priority area can usefully serve the residential and service needs of the farmer and subject to other constraints can absorb some of the non-farm residential pressure.

Within the concept of an Agricultural Priority Area in Northumberland, non-farm-related residential development pressure is in conflict with the priority-use if it is not limited in scale, and located either in clusters on suitable areas of poor agricultural land or (preferably) in hamlets.

From the Strategy's standpoint, other uses such as very large-scale agri-industry, non-agri-industry of any scale, scattered non-farm residential use and major residential commercial development would be generally considered to be in conflict with the farming function and the agricultural priority. For this and similar instances, the policies and regulations governing land use and economic activities in the agricultural priority area would have to be strict in order to preclude such competitive or conflicting development.

It should be stressed in connection with a discussion of strict controls, that all uses which in terms of the Strategy are supportive to agriculture, are not necessarily good neighbours from a land use control standpoint. It would be part of the function of the land use planning policy and regulatory controls to establish the appropriate mix and controls over these uses.



It is important to understand that the Agricultural Priority Area does not include all areas where agriculture is practised or where farming takes place since there is some additional agriculture, including farming, in the Urban Priority Areas and in the Recreational Priority Areas. The policies and regulations that will be needed to protect and foster agriculture are quite different for the different priorities. A failure to recognize this distinction could lead to unnecessary blanket restrictions on development in "urban fringe" areas or recreational areas, and a dwindling agricultural industry in the remainder of the County in spite of the fact that the land base in the non-fringe areas is not severely affected.

In an Agricultural Priority Area, it is assumed that economic returns from farming and agriculture are acceptable, that future markets for the area's activities are reasonably assured, and that the general government policy for the industry is favourable to its continued existence. Where there is some uncertainty about the validity of these assumptions, the Task Force's early decision, to ensure that the option of utilizing good agricultural land remains open for the future, has given sufficient grounds for including lands in an Agricultural Priority Area.

Using this approach it should be possible to give longer-term stability to agriculture and farming in the County because the general areas for such uses are recognized and protected. It is recommended that this protection extend for 25 years prior to consideration for re-delineation.

The Development Strategy cannot directly address other relevant aspects of the agricultural economy, such as compensation to farmers, and farm products marketing policies. In the sense that the Development Strategy can provide guidelines for positive and proper land use policies, however, this approach is useful because it provides some



flexibility for use of lands while helping to keep the agricultural options open for the future in the hope that these other related aspects can be resolved.

## 2.2 Urban Priority-Use Areas

Most of the large-scale development of the preferred Strategy is contemplated to take place in urban centres in and possibly around present-day Port Hope, Cobourg, Colborne, Brighton and Campbellford. The distinction between rural and urban in practice will not be clear-cut, however, and the Urban Priority Area designation recognizes this and tries to contain the potential problems, by dealing with an area that has a common planning orientation.

Basically, the Urban Priority Area will consist of the central "core" area which is or will be built up plus a larger surrounding "fringe" area. The core contains the major urban uses, and represents the developed area and the land intended for immediate development. The fringe is meant to contain urban-oriented uses that require or can adapt to a rural context rather than another type of priority area.

The fringe area is partly a transitional zone between urban and rural, and partly a conscious area of more urban-oriented uses. By recognizing the fringe it is not intended to formalize land abuse but rather to ensure that this area be controlled through an explicit designation for specific ranges of land use and that a time dimension be part of this control. For purposes of conforming with the Strategy, if it was necessary to redesignate additional core area, it would be necessary for the local planning authority to project future "core" needs sufficiently to enable notice to be given to "fringe" area activities that they could be in the foreseeable future, perhaps within ten (10) years, be expected to bring their operations into conformity with core-type uses or be redeveloped with such uses. The concept for the fringe is therefore "openness" over time but with an urban-orientation to the openness.



The various use designations, policies and regulations within both the core and fringe areas of the urban priority area would be the responsibility of the statutory planning authority in the County, but in these areas the dominant viewpoint would have to be urban-oriented, and the use designations, policies and regulations would have to be supportive of urban uses.

There could be, as mentioned under the Agricultural Priority Area section above, farming areas/activities within the urban fringe area, which because of their acceptability would be there as permanent open space buffers separating other kinds of uses, while other farming areas would be planned to provide productive use of land for extended periods until the land was required for urban development. There could be some areas of low-density "estate" housing in the fringe.

This means that certain restrictions would have to be placed on agriculture and farming (such as restrictions on animal residue processing, intensive livestock operations, aerial spraying) which would not be imposed if the uses were part of an Agricultural Priority Area. Moreover, agriculture in the fringe area would have to be prepared to sacrifice some of its land resources if they were needed for urban-oriented uses.

Specialty farming that is required in the fringe areas may have to be compensated in some way for restrictions placed on it, or to compensate for a less than ten-year commitment of the land to farming. Similarly, specialty farming that is important to the County and suitably located in the fringe areas may have to have specific protection or encouragement to ensure that it continues.





It must be fully understood that there should be large portions of the fringe that are not ever intended to be redelineated as core areas, since these fringe areas are intended to serve continually as a spatial buffer between differing priorities. It is intended that land use planning policies and development controls be established to provide the necessary strict control and limitation in this respect.

### 2.3 Recreation Priority Areas

Recreation plays a highly significant role in the County. Although its direct economic value is difficult to evaluate, recreation and associated activities dominate parts of the Northumberland area where there are natural features to be utilized. The cottage community along Rice Lake with associated fishing and boating, the Presqu'ile Provincial Park and its active and passive activities, and the boat traffic on the Trent System are major determinants of the way of life in these areas.

Similarly the passage of highway travellers through the County on the way to other destinations has an important and different impact on the County, through the differing needs of such travellers. These needs, which are related more to highways and to related services such as hotels, motels, convention centres, and so forth, than to natural recreational resources, are elements which are hard to deal with in this type of report, since they relate much more to detailed land use planning than to strategic planning.

Therefore, with respect to the natural resources, in addition to existing local requirements, the demand for open space and recreation exerted by the growing Metropolitan Toronto-Oshawa population is destined to increase in intensity as these urban areas continue to grow, and Northumberland will undoubtedly receive some of these pressures. Additional growth in the County to 125,000 will augment this demand.



It is imperative, therefore, that utilization of the recreation resources of the County be planned and controlled with the utmost care not to over-develop and spoil their quality and usefulness. The people of Northumberland owe this opportunity to themselves and their children.

Recreation Priority Areas should be comprised of areas of the County where recreation is and will likely continue to be the dominant activity; where the recreation capability is significant; and where there is no major conflict with other uses. In these areas, priority would be given to uses of land that are recreation-oriented or closely-related support functions for recreation activities. Uses other than recreation would have to be evaluated with respect to the impact that they would have on the existing recreation or recreation potential. Uses that are supportive or "neutral" to recreation activity would be permitted. Uses that are in conflict with recreation or remove potential for recreation would be excluded.

The extent and intensity of recreation development should be related directly to the capacity of the land to receive development without lowering the quality of the environment. Detailed capacity studies should eventually be available for each area in the Recreation Priority Area. Capacity guidelines could include considerations of visual character, social interaction, impact on the natural environment, accessibility, development pattern (cluster vs. linear) and so forth.

The Recreation Priority Areas are shown on Map 7. They include the Rice Lake-Trent System with an extension to include Presqu'ile, parts of the Lake Ontario Shoreline and part of the Oak Ridges Moraine area.



#### 2.4 Environmental Considerations

The highly complex and inter-dependent environmental system of lakes, rivers, forests and the associated wildlife is extremely important to the County. At the most basic level, parts of this system provide the function of water supply and waste disposal necessary for the support of life. In addition, the system provides the recreational amenities and determines the visual character of the area. The environmental system should therefore be considered as a non-renewable resource and policies for its protection and careful utilization must be developed.

Policies for protection of the natural environment will, of necessity, impose some form of restrictions on use of the land. In the case of urban development, this may mean total exclusion of development in areas such as flood plains or other forms of hazard land. For agriculture it may mean limitation of drainage or removal of trees in some areas. The intensity of recreational use may have to be restricted to prevent a deterioration of the resource base.

In essence, therefore, environmental considerations are a form of restrictions placed on other priority areas and not a priority area in its own right. In this respect, environment priority areas are different from the priority areas suggested for urban development, agriculture and recreation.

Environmental considerations should be treated as an "overlay" superimposed on the primary priority areas of Agricultural, Recreational and Urban. In essence, each area of the County, each priority area would have related environmental considerations, the nature of which would be dependent on the basic characteristics of the area and the priority assigned to it. These "overlays" would indicate the type and extent of environmental restrictions placed on the land uses in the area.





## map 8 dew

### LEGEND

## NATURE PRESERVES HIGHLY SENSITIVE & VALUABLE ENVIRONMENTALLY

## ENVIRONMENTAL RESTRAINT AREAS

SHORELINE POLICY AREAS (OUTSIDE OF MAJOR URBAN IMPACT)  
RICE LAKE

RICE LAKE  
TRENT SYSTEM  
LAKE ONTARIO

OAK RIDGE MORAINIC POLICY AREA

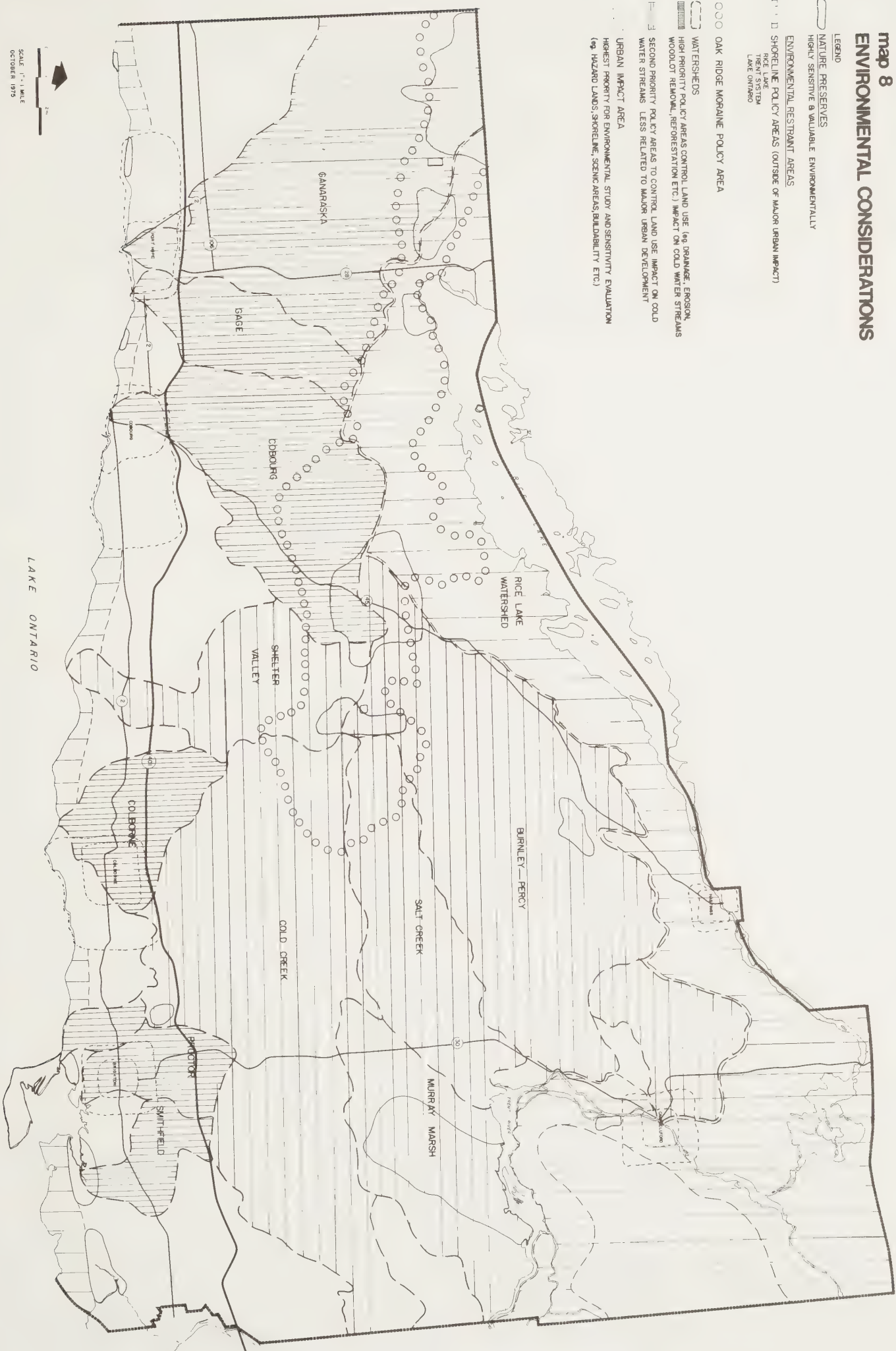
WATERSHEDS

HIGH PRIORITY POLICY AREAS CONTROL LAND USE (e.g. DRAINAGE, EROSION, WOODLOT REMOVAL, REFORESTATION ETC.) IMPACT ON COLD WATER STREAMS

3 SECOND PRIORITY POLICY AREAS TO CONTROL LAND USE IMPACT ON COLD WATER STREAMS LESS RELATED TO MAJOR URBAN DEVELOPMENT

URBAN IMPACT AREA

HIGHEST PRIORITY FOR ENVIRONMENTAL STUDY AND SENSITIVITY EVALUATION  
(eg. HAZARD LANDS, SHORELINE, SCENIC AREAS, BUILDABILITY ETC.)



LAKE ONTARIO

SCALE 1" = 1 MIL  
OCTOBER 1975



Three levels of environmental controls are recommended to ensure preservation of a high quality natural environment for the County.

#### 2.4.(a) Nature Preserve

This would be an area where the total exclusion of all uses is required in order to preserve its character and function in the natural environment system.

In principle, this designation should be applied to the most sensitive and environmentally significant areas. The number and size of these areas would be limited and the use strictly controlled to preserve the natural character (such as minimal or no modification of the landscape - cutting of trees, drainage, alteration of streams, erection of structures or roads).

#### 2.4.(b) Environmental Restraint Area

This is an area where some restraints on the use of land would be necessary in order to avoid detrimental changes to the environment. Generally, examples of such areas would include:

1. The Watershed Areas - the rivers and streams of the County.
2. The Shorelines - mainly the shorelines of Rice Lake, Lake Ontario and the Trent River.
3. Hazard Lands - erosion of steep lands, flooding.
4. Wildlife Habitats
5. Scenic Areas
6. Mineral Resource Areas.



It is recommended further that detailed studies be conducted so that policies developed for each area of the County can be stated in specific qualitative and quantitative terms, regulating items like tree-cutting, water usage, shoreline setbacks, and so forth. The provincial policies for flood plains and hazard lands should be incorporated in the land use controls of the Environmental Restraint Areas.

#### 2.4.(c) General Environmental Standards

General environmental standards are those which apply across the Province, such as the policies concerning pollution of streams, land, air or the health protection of water supplies. Detailed standards as well as monitoring programs have been developed by the provincial ministries, and these standards are set out and enforced by these ministries and will presumably continue to be into the future.

The suggested nature preserve and restraint areas are indicated on Map 8. The nature preserve delineation is generalized and based on the Strategic Land Use Plan prepared for the County by M.N.R. in 1974\*. More detailed studies will be needed to prepare the program for sensitive areas. This type of in-depth study is beyond the scope of this Strategy.

### 3. Sub-Area Guidelines

For discussion purposes during the assessment of alternatives, the County was divided into three sub-areas, labelled simply the North, the East, and the West (see Map 9). It is useful to utilize this breakdown for purposes of discussing general area orientation recommendations of the Strategy, because in their own way each of the three areas has a different orientation. Therefore, within the context of the Strategy that has already been given, there are some

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\* The Northumberland County Forest is currently publicly owned, and it can therefore be used as a nucleus for further control of the sensitive moraine area.



additional guidelines that should be considered.

There has been no attempt made to allocate population among most parts of the rural areas since there are other elements such as servicing, local environmental hazards and available land which must be looked at in detail before such a decision can be made, and this should be the responsibility of the statutory planning authority, not the Task Force.

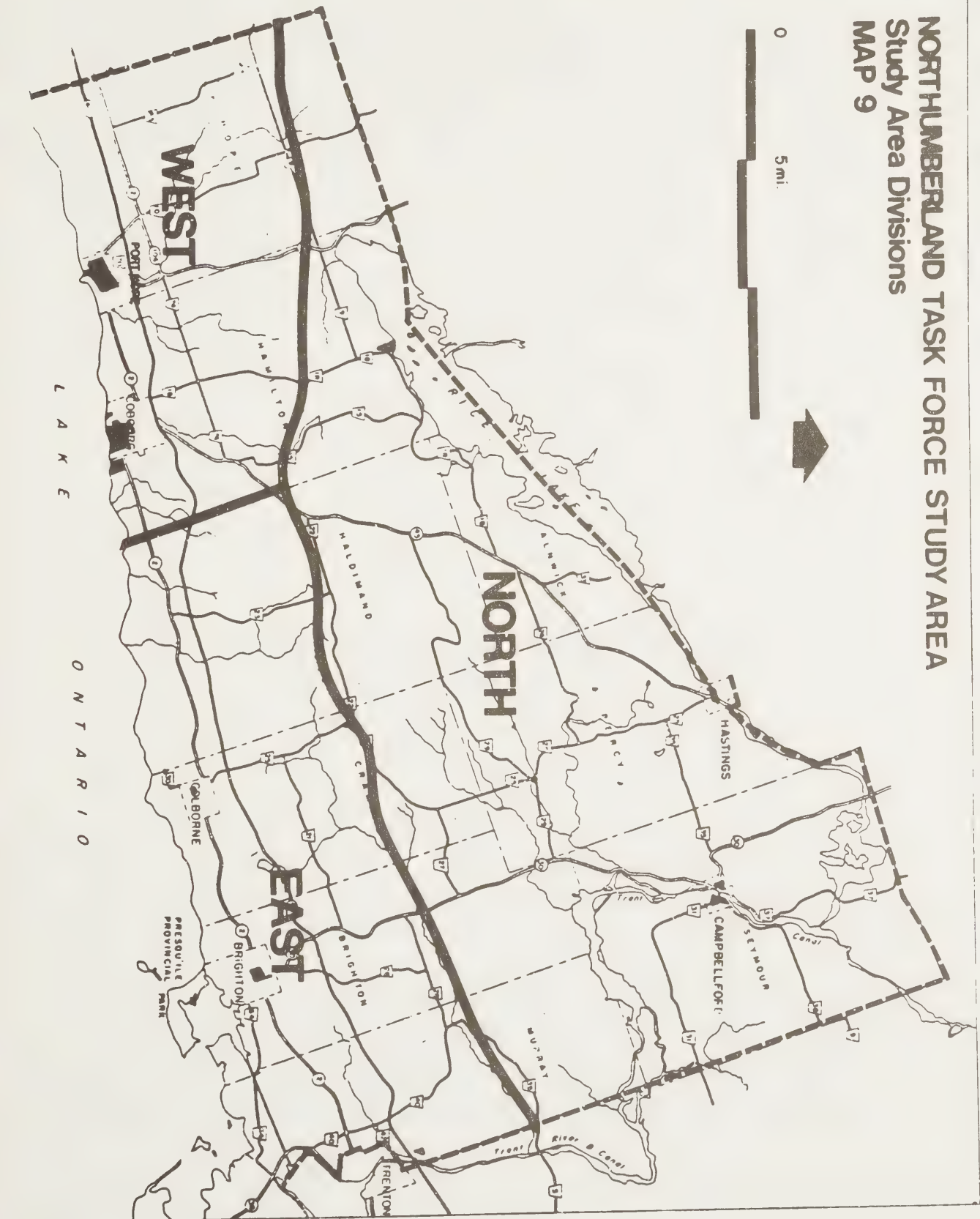
### The North

The North is the area of the most sensitive environmental elements of the County, including the headwaters of all the streams and rivers, the Rice Lake shoreline, the Trent River System and the majority of the upland areas. Areas of good farmland are smaller than elsewhere but there are viable agricultural operations in this area. The North contains much of the County's important scenic and recreational resource. In the Preferred Strategy, this area is anticipated to be moderately impacted directly by new urban/economic growth. Campbellford is the only centre anticipated to grow significantly, to service the area and itself, on the basis of a balanced economy. Existing smaller centres such as Hastings and Warkworth are strategically placed to absorb some of the growth allocated to hamlets and villages. It is anticipated that aside from the moderate growth of the Campbellford area with a variety of residential, industrial and commercial services, the North should be oriented to rural aspects of the Strategy. In this regard, therefore, it would be expected that the area could contribute to the variety in a way of County life by providing some opportunity for rural living; by providing the major opportunities for recreational activities; and by continuing to provide the opportunity to farm. The North is not recommended to contain major new urban development on a scale comparable with the Cobourg or Colborne areas.





**NORTHUMBERLAND TASK FORCE STUDY AREA**  
**Study Area Divisions**  
**MAP 9**





### The East

The East is an area of moderate environmental sensitivities and unique agricultural activities (tree-fruit cropping and market gardening), but it has in the past not been successful in supporting a major centre on its own. The East has been historically dominated by larger urban centres at each end of its east-west axis. The Development Strategy recommends that the East contain the new major urban centre with which it is hoped to re-orient the County onto itself instead of outwardly to the east and west as is currently the situation. As a strategic guideline, it is anticipated that urban/economic development in this area will be planned and developed in such a way as to complement an enlarged Colborne area. It would, however, be consistent with this policy if Brighton were to develop moderately to the range set out in the Strategy and remain as a service/retirement centre, serving agricultural and recreational priority-use areas.

### The West

The West is an area of moderate environmental sensitivity, but has greater agricultural resources than the other two areas. In this context, however, the two Towns of Port Hope and Cobourg are currently major service centres in the County for people and businesses and as such have obtained a large importance relative to the County. The West has recently become the latest fringe growth area for a Metropolitan Toronto-Oshawa employment market and this situation has placed new burdens on the local governments in this area especially, as well as creating a speculative market for real estate in this vicinity of the two Towns that has driven the price of good farmland out of proportion. The Strategy recommends that the West retain and reinforce its absolute importance as a growth area, but lose some of its relative dominance as the Colborne-centred development occurs in the East. This relative



reduction of growth potential in the West is anticipated to allow this area to maintain an important position in Northumberland agriculture in the study period, although the proximity of two enlarged urban areas may cause some further changes in the farming and agricultural activities in this area.

In summary then, the East and the West, both along the Lake Ontario "front" of the County, are recommended in the Preferred Strategy to be the areas where the major proportion of the new urban/economic growth should be accommodated. The North should receive a moderate amount of growth at Campbellford while the rest of the area should be directed to providing the rural way of life and improving the County recreational base.

#### 4. Conclusions on the Preferred Strategy

The Preferred Strategy which has been outlined above has responded in principle to the Provincial initiative in identifying the Northumberland Study Area as a "growth area", by providing for the accommodation of approximately 125,000 people in the County by the year 2001; by providing strategic guidelines for the allocation of the growth within the County; and by providing positive guidelines for the accommodation of the growth consistent with maintaining important aspects of the Northumberland way of life, enhancing others, and protecting wherever possible the natural assets of the County.

In the process of developing the Strategy, the Northumberland area has been assessed in terms of the ability to accommodate urban/economic growth. In terms of volume, as long as it is oriented to the Lake Ontario "front", the County could accommodate much more growth than 125,000 people and related economic development. In doing so, however, associated large-scale services would have to be provided, because they are not currently at a scale or configuration to accommodate such large-scale development.





More importantly, however, any attempt to accommodate urban/economic growth that raised the population level significantly above the 125,000 level would severely contravene the desires of the people of the County as a whole, since such growth would almost certainly require the removal of larger areas from the agricultural land base; place additional pressures on the sensitive natural environment of the County, and on the very limited and valuable natural recreation resources; and critically impact the way of life in the County, especially if the large-scale growth is contemplated to take place within the 25-year study period addressed in the Preferred Strategy.

It is with these aspects in mind that the Preferred Strategy is recommended, and not a different one, with the caveat that even this level of growth should be implemented by well-planned, suitably-phased stages and that population growth should be related to economic development and the related employment possibilities.

It is not anticipated that the growth levels which form part of the Strategy for the year 2001 will be sufficient to make the County functionally independent of the Metropolitan Toronto-Oshawa conurbation. However, with the close relationship of economic development and population growth, the County should form a valuable complement to the larger area, one which is more economically stable and less susceptible to the fluctuations of certain key markets. It should also form a sufficiently developed area to provide most of the required services for its residents and businesses, such that they need only use the larger urban areas for specialty services.

What is lacking in the Strategy is a clear expression of the relationship between this one which is preferred for Northumberland, and the Provincial and Federal contexts which could affect it so very greatly.

The recommendations for implementation of the Strategy are contained in Chapter Three of this report.



**Part Two:**  
**Implementation**



## **Chapter Three:**

### **Implementation of the Preferred Strategy**



## Part Two: Implementation

### Chapter Three: Implementation of the Preferred Strategy

Part One of this report set out the process utilized to arrive at the Preferred Strategy, and the Strategy itself. The Strategy, in effect, addressed the Goals and Objectives, and the Interim Guidelines of the Task Force. If in the implementation process there is a conflict between the Goals and Objectives and the Strategy, the former should prevail unless it is deemed to be desirable to alter the goal/objective due to changed circumstances, or some other similar reason.

In implementing the Strategy there are a number of aspects that will have to be considered because of the potential problems they may create. Some of these aspects are as follows:

#### A. ORGANIZATION FOR IMPLEMENTATION

In general procedural terms, it is anticipated that the Preferred Development Strategy which is recommended by the Task Force should be approved in one form or another by the Treasurer of Ontario and subsequently by the Cabinet. In this form it should become Government policy for the County and should constitute approved Provincial guidelines for development in the County. At the Provincial level, these guidelines will presumably be administered by one of the Ministries, possibly the Ministry of Housing, and in situations where local policies are required to reflect Provincial guidelines, those policies will be in essence conforming with the recommendations of the approved Development Strategy.

The implementation of the approved Development Strategy will depend on both Provincial and local actions. In this relationship, the principle is recommended that the County and the member municipalities retain as much control as possible over their long-range future.





The various Provincial Ministries, once the Strategy is approved by Cabinet, will be in a position to bring to bear their array of available resources in order to help implement the guidelines. However, much will depend on the priority which Northumberland is given within the Provincial framework. The Ministry of Industry and Tourism can utilize its systems of grants and loans to help finance and/or promote capital expenditures in the economic development of the area; to help with the comprehensive promotion of the County as a varied and viable location for investment; and to help with industrial land banking. The Ministry of Agriculture and Food can bring to bear its programs to complement the Strategy guidelines in an effort to maintain Agriculture as a long-term viable component of the County economy. Especially important to many in the County is the entire issue of a "fair" return for investment of time, capital and effort in the County agricultural economy. The Strategy cannot address this type of issue but the Ministry of Agriculture and Food can address itself to it.

The Ministry of Housing can provide financing for bringing local planning and development control documents (Official Plans and Zoning By-laws) and other local policy plans into conformity with Strategy guidelines; and provide funding (as an alternate source to TEIGA) for the preparation of County development policies in the context of the Strategy guidelines. In addition, the Ministry can bring to bear its programs for providing the necessary variety of housing in the County, including financial assistance for municipal landbanking and servicing, for rehabilitation of existing housing, incentives to the home building industry, and for encouragement of home ownership. In order to allow these Ministry of Housing policies the chance to work, however, it is recognized that local support for and use of the available programs will also be necessary. Otherwise, there will not be the needed and desirable housing variety to accommodate the additional population growth.



The Ministry of Transportation and Communications can assess the detailed major transportation improvements necessary to help implement the Strategy and build these requirements into their capital expenditures programs. Major revisions to the transportation network are not envisioned because the existing system should basically support the proposed distribution.

The Ministry of the Environment can outline for the County a concise and current "package" of the Ministry standards and policies that apply to meet the requirements of the various environmental priorities of the Strategy, and can establish a procedure whereby the process does not become bogged down at the Ministry's regional office or Queen's Park level. Moreover, the Ministry of the Environment can schedule its financial plans for the areas, not only in terms of required detailed studies, but also in terms of capital works programming, to ensure "hard" services for the accommodated growth.

The Ministry of Treasury, Economics and Intergovernmental Affairs (TEIGA) can review, in conjunction with County Council, the possible local government structure changes that would help to implement the Strategy as well as financial aspects of implementation such as shared assessment, and funding for the establishment of the necessary County planning framework. In this latter matter, TEIGA can fund some other start-up costs, using a high level assignment to Northumberland in the Regional Priorities Budget. TEIGA can also incorporate the Northumberland Strategy into the forthcoming plan for Southern Ontario and provide the needed wider planning context for the County. TEIGA can also negotiate for and with the County, important concessions for Ontario Development Corporation loans/grants to help encourage economic development. Finally, TEIGA can enact legislation to establish the necessary local planning powers to help implement the Strategy, whether it is enacted as a result of the on-going Restructuring Study (in conjunction with its findings), or under separate legislation. In this latter regard, enabling legislation passed under the Planning and Development Act 1973 would not generally be suitable if it further vested the control powers in Provincial hands.



All of this possible Provincial input obviously necessitates a firm short- and long-term commitment from the Provincial Government to the Strategy and its implementation.

The future role of the County municipalities is dependent somewhat on the nature of local government that results from the Restructuring Study. Nevertheless, there are certain critical functions which will have to be performed within the County if the Strategy is to have any chance of successful implementation.

Given that the Strategy guidelines form one level of policy (essentially Provincial policy for the County, as recommended by the Task Force), there are still two levels of policy which are both the responsibility of "local government", one at the County-wide level, and one at the local (municipal) level.\*

With a County-wide Development Strategy, there is an obvious need for a County-wide authority to interpret the larger issues that are the basis of the Strategy, and for which necessary controls must be proposed. The Task Force feels that its own "official" interpretation of the Strategy guidelines will be necessary to prevent Provincial land use planning policies by-passing County Council. Therefore, a County-level planning authority should be established to prepare policies which reflect the Strategy guidelines and which provide a consistent basis for planning at the local level to implement the Strategy. This authority should also monitor this implementation process at the local level to ensure that the implementation is consistent across the County and in conformity with the Strategy.

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\*The assumption in this breakdown of the "local" functions is contingent on a two-tier planning system. However, in a one-tier planning system these different functions could be handled by separate branches of the same planning authority.



The County-wide policies should contribute to the determination of the details of the priority area boundaries in conjunction with local knowledge of the respective areas. In addition, these policies should set out more specifically the types of uses and activities that would be acceptable in the various priority areas, and set out the procedure for resolving conflicts over suitability of uses.

Similar to a County-level planning authority, there is a need for an authority at that same level to deal with economic development in the County as a whole; to be able to encourage and allocate development to create and sustain the necessary stable industrial base which must be properly located.

These upper level policy-making functions should also establish criteria for allocating land uses/activities within the priority areas, to provide a more standard consideration of such functions at local levels, in the best interests of the County and its Development Strategy. What is critical in this regard is that there be a common approach for the delineation of priority areas. Also important is a County-level review of how local authorities are using the interpretation policies.

Figure 3 indicates graphically the recommended general organization for Strategy implementation in the County. This does not dwell on details of each component but rather attempts to put the entire organization in perspective.

As a short-term measure in order to begin implementation soon after Cabinet approval, it is recommended that the local municipalities be advised and monitored by a temporary "steering body" which has undertaken a preliminary interpretation of the Strategy or is otherwise familiar with it. This steering body should continue to advise County Council and the Province on the current status of the implementation until the County planning authority is established, or until the review and revision of the local planning/development control documents are





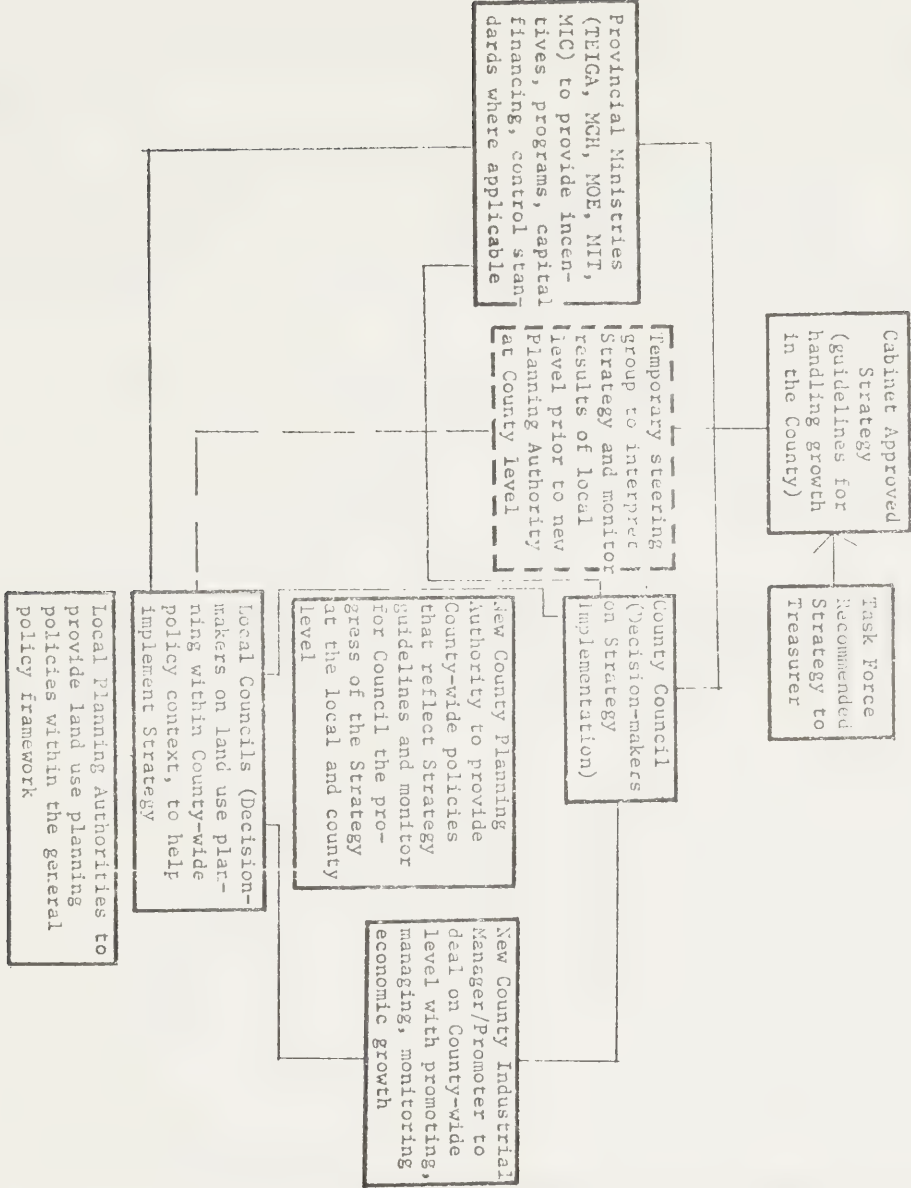
complete, or until enabling legislation has dealt with the matter otherwise. In any event, it should be County Council's formal responsibility, under any of the alternatives, to monitor the lower-level implementation actions through a technical group.

As noted earlier, another County-level function, shown in the organization chart, should be that of managing and promoting economic development in a County-wide context. At this level, it would be possible to "sell" the area as a unit with all of its resources. It would also be possible through continual monitoring at a County level, to know the effectiveness of the program in helping to implement the Strategy, and to be able to pinpoint problem areas for resolution. It should also be the function at this level to allocate (with Council's approval) economic development within the County in such a manner that it is beneficial both to the particular use or activity, as well as helpful to implement the Strategy.

Working within the framework of the County-level policies which outline the "common denominator" considerations for the priority areas and for other aspects of the Strategy implementation, local planning authorities should still have the responsibilities for land use planning and development control. This is virtually the same role that local planning authorities currently fulfill without the upper-level policy framework as a more comprehensive basis on which to base their decision.



FIGURE 3: Recommended Organization for Implementation of the Strategy



Type of Policy	Provincial Approval
STRATEGY GUIDELINES (general principles to accommodate growth including overall population level, direction/allocations, guidelines for policy (priorities))	
COUNTY-WIDE PLANNING POLICIES FOR DEVELOPMENT THAT IMPLEMENT STRATEGY GUIDELINES, PROVIDE COMMON FRAMEWORK FOR LOCAL MUNICIPALITY IMPLEMENTATION	County Approval
LOCAL (MUNICIPAL) LAND USE PLANNING AND DEVELOPMENT CONTROLS WITHIN COUNTY-WIDE FRAMEWORK (Official Plans, Site Plans Controls, Zoning By-Laws)	Local (Municipal) Approval



## B. STRICT CONTROLS

There will be the need to provide strict controls to ensure that development is well-planned, well-located, suitably-staged, and undertaken with regard to all aspects of the Strategy's guidelines.

The Strategy recommendations form a comprehensive series of general guidelines for the development of the County but the Task Force has purposely left to the proper authority in the County, the implementing County-wide policies, and the planning of the land-uses and detailed scheduling of development within the framework of these policies. The nature of the Strategy will in some cases require strict controls to give various elements the opportunity to succeed, and politically or technically this may not always be an easy thing to do.

For instance, in order to foster growth in one direction, controls may be necessary that in effect prohibit all development of that type elsewhere. Local government restructuring may aid in this partially, by helping to ensure that urban growth centres are located in one local government area to ensure that sufficient administrative controls are available over the necessary planning area.

The necessary controls are anticipated to be the responsibility of the County and local councils. It will be important for the proper legislation to be enacted to provide the necessary powers. This may be one of the results of the County Restructuring Study, or may come via a different route such as special legislation.

In any event, since the Strategy is a set of County-wide guidelines, the County level is in need of some suitable control powers. It is only within a well-thought-out framework that strict controls can hope to be effective.



C. DEVELOPMENT CONTROL

At the local level, the controls are well known, but not in the context of a Strategy for development. The responsibility for implementation that is part of the municipal authority is great, and any significant lag in changes that need to be made to local Official Plans, Zoning By-laws, and other means of development control could be quite detrimental to the overall implementation of the Strategy, by creating "loop-holes" under existing development control legislation.

It is therefore suggested that a requirement of the Strategy be that within one year of the Cabinet approval, all such changes should have been completed and submitted for Provincial approval.





D. PROVINCIAL CONTEXT

The Northumberland Area Task Force was asked to respond to the Provincial initiative for development in this area, and has done so in the form of the Strategy that can fit into the known Provincial policy (TCR). However, since the initiative was first issued in the Toronto-Centred Region Concept, there have been a number of changes, such as: the seeming retraction of T.C.R.'s area of immediate concentration to approximately the original Zone 1 area (COLUC = Central Ontario Lakeshore Urban Complex); the creation of the Region of Durham which is currently preparing its overall Regional Official Plan while the Ministry of Housing concurrently undertakes design planning for large-scale residential areas to house 60,000± people; the purchase of large-scale new town sites elsewhere in the Province, as well as a major industrial park in the Eastern Ontario Economic Region; and the extended preparation of a general development plan for Southern Ontario which would show areas such as Kingston in which the government is hoping to concentrate economic growth.

Without greater clarity with regard to the relationship between the Northumberland Strategy and wider-area plans that may be formulating, implementation suggestions for the former must be considered tentative in the sense that if there were some overriding Province-wide Strategy that required Northumberland to play a different role than currently anticipated, then the recommendations would have to be re-examined. The likelihood of this happening must be considered small.



## E. ECONOMIC DEVELOPMENT

The Task Force in its deliberations has constantly tied population growth to economic development because they do not want to see Northumberland become a dormitory for "points west". Therefore, a critical item in implementation is the ability to ensure that economic development can occur in the County. Economic development covers the realms of agriculture, manufacturing and service industries, recreation and tourism, housing and transportation. In each of these, there are problems and opportunities which must be considered in the process of implementation of an area-wide Strategy.

### E.1 Agriculture

In terms of agriculture, the Task Force has as one of its goals the preservation of agriculture in the County, which has been explained to mean keeping the long-term options open for agriculture in the County. Currently a great deal of the better land for farming has been purchased by land development interests. This does not mean that it is out of production but the process of purchase at development prices has been reflected in a widespread increase in farmland prices and a general limiting of land purchases for farming purposes.

In another way, agriculture in the County has been suffering as it loses some operating efficiency, as the variety of agri-business operations are consolidated, or simply leave the area.

In addition, with the encroachment of urban uses from the conurbation to the west (on a large scale), and out of the County's urban centres (on a small scale), the necessary stability and environment for farming is being threatened by non-farm pressures.



### E.1.(a) Strategy for Implementation

Many of the problems associated with agriculture cannot be solved at the County level, and especially not in a Development Strategy. For instance, compensation for farming is a critical and sensitive issue in the area, but it is only by a political decision at the senior government level (the Province in this case) that the issue can be dealt with. In addition, it is only at senior government levels that marketing policies, both national and international, are established that can help or hinder agricultural activities in the County.

From another standpoint, the problems that are being experienced with modern agri-business operations in the area are generally divorced from the County and therefore they are not much affected by whatever happens locally.

The Strategy has addressed itself to the aspects of agriculture and farming that it can deal with, namely: protection of the land base; provision of stability; and rationalization of the needs of other uses within an agricultural context. In Northumberland the agricultural priority is the general basis on which other priorities have been established. It is therefore a critical part of implementation of the Strategy to see that this priority is properly handled.

If this methodology is put into effect, it will deal in a positive manner with aspects like preservation of special crop areas and high classes (1-4) of good land for agriculture, preservation of some forested areas and woodlots for materials and recreational use, farm severances, estate residential, Agricultural Code of Practice concerns, utilization of aggregate resources, avoidance of urban-rural conflicts, and so forth. Furthermore, it deals with these aspects on the proper level, that of policy-making or guidelines, and leaves the details of planning to those with power to control it.



This technique should also help to restore farmland to those farmers that want it at prices they can afford, since within an Agricultural Priority Area, a 25-year time span is recommended, which does not encourage speculation that the land can be used for development purposes. In this way, the option to farm and participate in the agricultural economy of the County should be kept open and available, while there is still the ability to respond to relatively major growth.

With regard to the implementation in the Agricultural Priority Area (as well as in the others), it will be important to set out early in the process the type of policies that reflect the intent of the methodology and to see that these policies and subsequent related regulations form part of the legal development controls. There are the aforementioned two levels of policies - an upper level (County) dealing with the general aspects of the priority use including the delineation of the area where applicable; and a lower level (local) dealing with the plan-making within priority areas - the land use planning which is in essence the control or the organization of the various uses.

The county-level policy should deal with directions for the local-level on how to proceed with Agricultural Priority Area planning, including not only criteria for evaluating the acceptable uses, but also key aspects of the basic intent of the priority, such as the need to have a good knowledge of the local area. Also, although the delineation of the priority areas should be undertaken at the County-wide level because these areas cross local municipal boundaries, the need for local detailed knowledge would require dialogue between the local municipalities on this point, and identification of land use planning policies within the priority area should clearly be the responsibility of the local planning authority.





With these in mind, the following major criteria can be reviewed to help define the priority:

- . existing land use
- . community character
- . capability of the land
- . sensitivity of the land
- . visual character
- . location/accessibility
- . supply, demand and need for alternative land uses
- . economic viability of alternative land uses and of existing and future land uses
- . other important area factors.

Local planning authorities should clearly understand that the nature of the boundary of this priority-use area depends upon the nature of the adjacent priority area - that is, an Agricultural Priority boundary adjacent to an Urban has been determined by different characteristics from one adjacent to a Recreation Priority Area and the adjacent areas will be administered differently.

Examples of types of land uses which ought to be part of the County-level policy directions for Agricultural areas are as follows:

- . Farming
- . Agribusiness (supply and service, small-scale processing and storage)
- . Large-scale agribusiness-industry
- . Hamlet
- . Village (not an Urban Priority Area)
- . Non-farm residential
- . Non-agricultural industry
- . Extractive industry
- . Major recreational activity and services



- . Institutions
- . Transportation networks (airports, harbours)
- . Waste disposal
- . Utility corridors.

The relevant policies must indicate the criteria for evaluating these uses in terms of their impact on the priority use. It may even be possible after a period of time when there is a background of "case histories" to provide upper-level guidance with regard to whether these uses can possibly be compatible with the agricultural priority. This possibility would be one advantage to the recommended County-level monitoring of local decisions.

In an Agricultural Priority Area, it will be important for the upper-level policy makers to provide the rationale for farming - what are the major functions that might be assigned to a farming area in the priority. With this type of guideline, the local planning authority can better make its planning decisions.

Farming can serve several differing kinds of functions:

- . farming for its own sake, which is a permanent/stable function of the agricultural industry, and is intolerant of mixing with other than supportive rural services. This function should be part of the Agricultural Priority Area.
- . farming as a buffer, which is a semi-permanent function, possibly slightly restricted, desirable for itself and as a means of keeping other uses apart in a compatible manner. This function might also be part of an Agricultural Priority Area, but similarly might be part of the Urban Priority Area or Recreational Priority Area.



- . farming as transitional land bank, which is a temporary function mixed with other uses which may or may not be complementary to it. In this respect, it would nevertheless be important for the lower-level planning authority not to pre-zone the land occupied by transitory farming for other uses. This function should be part of the Urban Priority Area.

#### E.1.(b) Implementation Policy for the Agricultural Priority Area

Implementation policies for the Agricultural Priority Area should be reflected in the conclusions reached when each land use is evaluated in terms of how it will interact with agriculture.

The County-level policies can deal with aspects such as criteria for assessing land uses, giving regard to the following:

- . the functional relationship of the proposed use in the agricultural industry, in terms of whether it (a) adds to the network of the supportive functions, (b) fulfills a role in the agricultural infrastructure, or (c) diminishes the viability of the agricultural priority.
- . the use of resources, especially good farmland, in terms of whether the proposed use (a) eliminates good agricultural land from the priority use, or (b) could be located elsewhere on poor agricultural soils in the Agricultural Priority Area.
- . the effect of the proposed use in relation to the flexibility of the operation of farming, in terms of whether the proposed land use (a) restricts the operational freedom of surrounding farms; (b) fragments the land use pattern; (c) forecloses future options for the continuation of viable agricultural operations; (d) presents potential environmental conflicts which are incompatible with the priority use.



- . the effect of the proposed land use on the stability of the socio-economic structure in relation to (a) the introduction or acceleration of major changes in the existing population structure or local economy which might tend to make farming an untenable occupation, (b) the introduction of or acceleration of major changes which would tend to make the area a non-farm community.

Essentially, then, at the County-wide planning level, basic policy directions should be prepared and provided to local authorities for use in making their decisions on Agricultural Priority matters.

#### E.1(c) Policy for the Urban Priority Area

Policies for the successful implementation of the Urban Priority Areas (U.P.A.) will not only accommodate urban growth, but will also contribute to the retention of agriculture in the County. The basic rationale for the U.P.A. is to establish a policy area within which policies can be enacted to help an urban community grow without continually disrupting surrounding or adjacent agricultural areas. The U.P.A. thus contributes to the resolution of the urban/rural conflict of orientation and use that has often in the past contributed heavily to the steady deterioration of agriculture and farming.

There are three basic requirements which should be met by any U.P.A., and they are as follows:

- . there should be sufficient municipal services existing or planned since these are critical to achieving the necessary urban development densities.
- . the urban area should perform some service functions for the surrounding area, or be anticipated to perform them, such as, providing secondary school facilities, a variety of medical services, some specialized retail commercial facilities, and a range of professional services.





- . the urban area should be growing or at least maintaining its urban population with or without Provincial stimulation.

As noted in Chapter Two, each Urban Priority Area should have two main components - the "core" and the "fringe". The size of each of these depend on the growth allocation to the centre and on the nature of the surrounding uses.

Especially important is the "fringe" area, because it performs two important functions. Firstly, it provides an in-depth transitional area, which can function as a buffer between agricultural/recreational priority areas and the urbanized "core" of the U.P.A. Secondly, in areas of the U.P.A. which are meant to develop ultimately with "core"-type uses, some parts of the "fringe" delineation can function as an urban-oriented reserve area in which temporary or compatible uses are permitted until such time as the land is needed for development.

It is important to realize the distinction between the two functions of the fringe to ensure that unwarranted development pressures do not compromise the basic intention of the fringe. For example, the narrow band of "fringe" to the east of Port Hope and to the west of Cobourg is not intended for future "core" delineation and development. These areas are meant to function as the buffer, as is most of the outer perimeter of the fringe. On the other hand, the larger fringe areas delineated westerly of Port Hope and easterly of Cobourg are in part intended to eventually absorb the expansion of those centres, but this can only occur after the delineation is changed to "core", to permit "urban" densities.



Major land uses that should be considered, in terms of policy direction from the County-wide planning authority to the local authority, for the fringe are as follows:

- . low-density housing including estate residential
- . highway commercial uses
- . recreational activities and natural environmental areas
- . "nuisance" industries and services
- . controlled farming
- . special farming
- . mineral resource areas
- . agribusiness (large and small)
- . institutions.

In the delineation of the U.P.A., therefore, it should only be done with an estimate or assumption of the growth area in question, and the nature and configuration of the land, land uses, communications and the anticipated direction of growth. Once the area is delineated it will be equally as important to prepare proper policies to deal with detailed land-planning aspects and guard against conflict between the uses which are deemed from a Strategy standpoint to be acceptable in the U.P.A.. It should be the responsibility of the County-wide planning authority to provide policy directions to the local authorities for their use in making their planning decisions for Urban Priority Areas.



It should be noted that the use of the Urban Priority Area will not frustrate development of the urban areas and aggravate inflationary pressures in the urban areas. The private market is free to operate within the U.P.A. (subject to development controls); provision of services to the relevant areas of the fringe land is not necessarily delayed but it is controlled; core redevelopment is not retarded; nor generally are future supplies of urban space generally restricted. Within the defined U.P.A. urban-oriented activities can and should operate relatively normally, while outside of that defined area other priorities are given the opportunity to usefully prosper. This is essentially a recognition of certain needs for accommodating growth and a positive method of dealing with them, while at the same time other areas of concern are dealt with equally positively.

## E.2 Manufacturing and Service Industries

To put the consideration of manufacturing and service industries into proper perspective, industry in general should first be considered. The fundamental consideration of an industrial development policy in Northumberland relates to an earlier policy decision in favour of "balanced" growth; that is to say, the County is not intended to become a dormitory area for Metro Toronto or Oshawa. The County currently depends on agriculture and manufacturing for the provision of "basic" employment, and by a process of elimination the conclusion is that in future years these two sectors of industry will have to maintain their dominant role in providing basic jobs. Since the number of jobs in agriculture is likely to diminish even if the land area under cultivation and the relative importance of agriculture to the economy does not, it would appear that efforts should be directed to obtaining more manufacturing jobs if population growth and jobs are to be kept in balance.



Primary or extractive industries which in addition to agriculture include gravel quarrying and possibly the quarrying of limestone for the manufacture of cement cannot be considered to provide a very large number of jobs, even though some opportunity for development in these sectors obviously does exist because of the unutilized resources in the area. The County and municipal planning authorities should strive to protect the source areas for extractive industries in order to maintain the options open for the future. The Strategy essentially recommends this but the aggregates are classified in other priority areas.

Basic service jobs providing services to areas beyond the boundaries of the County could be provincial, (or federal), administrative offices and head offices of private business. A major educational institution such as a university, could also be considered a basic service industry providing employment. It must be noted that opportunities for such basic service employment are quite limited in any event.

The development of manufacturing, on the other hand, is not subject to any locational disadvantage, which the current healthy manufacturing base of the County proves. The County is located on the fringe of the largest southern Ontario urban market and it is well provided with transportation links connecting it with not only Toronto but another major Canadian urban market, namely Montreal. The markets of manufacturing industries in Northumberland are not, of course, restricted to these urban areas mentioned. For instance, a recent survey revealed that some manufacturers do significant business with clients located in the north-eastern part of the United States.





Considering location, transportation linkages, the availability of water, etc., there is no doubt that some manufacturing employment would locate in the County, as it did in the past, without any specific growth policy or action by public bodies. It is doubtful however that without some help this growth would be sufficient to maintain a balance between jobs and residential development since the area is under the residential development pressure generated by the Oshawa area and even Metropolitan Toronto. A policy of incentives to industry, such as industrial parks or estates providing a desirable environment and good management at reasonable prices, would provide the requisite manufacturing and other industrial development if it is competently promoted. Another alternative, with less long-run benefits but with important "seed" money for new industries would be to move the EODC line from the Hastings/Northumberland boundary westerly to some point in the County, possibly just west of Colborne.

Generally there is no specific sector of manufacturing industries for which the County as a location is more suitable than for others. The County should, however, strive to attract more capital intensive industries, regardless of the dilemma that such industries obviously provide fewer jobs than more labour-intensive ones. With capital investment there is a greater chance for stability over the long-term, and it is this long-term stability that the County needs.

Labour-intensive industries, by their very nature, have to pay lower wages. In the Northumberland context, these wages are not likely to be sufficient to meet the level of housing costs in the southern, especially the south-western part of the County, a level which is currently dictated by what people employed in the high-wage Oshawa area can afford. Therefore, a large number of low-wage jobs, especially along the "front" of the County, would not prevent excessive out-commuting to better-paying jobs needed to meet housing costs and in turn would require the commuting to these jobs by workers who have to live where they can afford housing, possibly in the northern and



and eastern parts of the County, or outside of it to the east or north.

In this regard, labour-intensive industries located in the North might prove very suitable in providing a balanced County economy, utilizing the available labour-pool, and providing a stimulus to growth and provision of needed services in the area. Such development, in a County context, would be complementary to more capital intensive activities located elsewhere on which the stability of the economy would be based. By their very nature, these labour-intensive industries could provide needed secondary and tertiary services on which a growing economy depends.

Insofar as the location of major industrial development within the County is concerned the lakeshore corridor is generally more suitable owing to the constraints elsewhere of the existing services infrastructure as well as the cost at which major extensions to the infrastructure could be provided. Otherwise, manufacturing jobs, especially well-paying ones, need not be located in a very direct and spatial relationship to population concentrations as service jobs do. Thus, from the economic point of view, an industrial development policy need not be closely linked spatially to a residential development policy.

In considering the promotion of industrial development, regard should be had to the following aspects of transportation which are important in the Northumberland context:

- . From the standpoint of transportation costs, the present freight rate structure suggests that Northumberland should be attracting industries which can satisfy the following criteria, if transportation costs figure significantly in their competitiveness:
  - heavy orientation to Metropolitan Toronto
  - shipping products/materials of high weight density
  - shipping heavy loads (in less-than-carload lots)
  - located in larger centres and shipping to larger centres



- frequent shipper and along high volume routes
  - cost has more significance than service in the marketing of products (except to local markets).
- .
- . If transportation costs relative to production costs are low (4-5%), there is every likelihood that the industry will not be much affected by even 30-40% differences in freight rates. It is free to move to a number of areas and something beside transportation benefits will have to be found to induce it to move to the County.
  - . Prevailing freight rates should be examined since distance alone is not sufficient criteria for determining the centre which might suffer from adverse costs.
  - . There may be a need to improve the infrastructure for transportation services in areas where there is consolidation of shipments and improving schedules. For example, pool warehouses, possibly under Provincial auspices would allow small producers the opportunity to consolidate their shipments to take advantage of lower rates on larger shipments.

Policies and practices of Provincial agencies concerned with setting freight rates and licencing carriers should be made complementary to Provincial regional development policies. The special needs of an area to attract and hold economic activities should be considered.

As noted in Chapter Two, the significant development in the Port Hope-Cobourg area would under normal pressures likely mean dormitory growth for jobs elsewhere west of the County. The Task Force has deemed it desirable to promote at least residential growth further east to hinder such a trend. As noted above, however, industrial development, especially manufacturing, is not completely tied to residential development. In Northumberland, one could plan for industrial



development without taking into consideration the residential development policy as long as the two were in the same County, (although in such a case, it would be desirable for there to be a system of sharing the industrial assessment County-wide).

In this regard, theoretically it might be more advantageous from the County's economic point of view to strengthen the existing industrial base in the Port Hope-Cobourg area and to foster the development of tertiary industries serving them, rather than spread it to even a small number of centres across the County. The tertiary industries such as repair shops are valuable because they not only serve the main industrial base, but they also attract smaller industries who wish to utilize these services. The more the concentration is dispersed the greater the chance that the tertiary uses and their "appendages" will be reduced in scale and the County as a whole may suffer from their loss.

In the County, practical considerations - largely, the need for an adequate tax base and the desire to have some local proximity to jobs - have been the most compelling reasons for distributing industrial growth to municipalities which absorb population growth within the County. Thus Colborne being selected as a growth centre, should be allocated a reasonable portion of the industrial growth to off-set the disadvantages of an undiversified tax base.

The decision to concentrate development in three major centres, and two minor centres, some of which will contain a large proportion of new growth should make the attraction of industry to the County less difficult than if growth had been dispersed. However, it will still be relatively difficult to foster (or expand, as the case may be) industrial growth in all the centres, and it is recommended that some priorities be set.





Currently, the Town of Cobourg has the largest industrial base, followed by Port Hope. There are plans in process to add to the Cobourg area's industrial land base by the provision of a major industrial park east of the Town limits. If this goes into effect, and the rumoured occupancy takes place, it could effectively make Cobourg the industrial "giant" of the County for the next five to ten years, given the normal rate of growth of this segment of the County economy, and general economic conditions.

It is therefore recommended that in order to help ensure the fulfillment of other aspects of the Strategy, including the new centre to complement and compete with Port Hope and Cobourg, the Colborne area be permitted and encouraged to develop a manufacturing and service industrial base, and that implementing policies and programs begin immediately to work toward this high priority goal. In the brief interim, any immediate growth should be dispersed to those areas that can accommodate it, but no long-term commitment should be made to develop any of these interim areas.

It is further recommended that the economic development aspects of the Strategy be carefully monitored to ensure early recognition of problems, and that the success of the program be re-assessed whenever a Review is instituted.

In order to have an effective growth strategy, it will be important for the Province to make a commitment to encourage development in the Northumberland area, which can then be supported by policies and programs at Provincial and County levels. Examples of such supportive actions would be aiding in the establishment of fair-priced, serviced industrial parks; providing Eastern Ontario Development Corporation or similar grants/loans to specific areas of the County where short-term, responsive development is considered to be necessary or desirable; and granting greater discretionary powers to the County in the use of funds for industrialization. In this regard the County should consider



developing the major new industrial parks that are necessary in the area, to reinforce coordinated County-wide promotion for industry, and to provide close administration of the parks as an additional means to control location and type of industry.

Furthermore, County ownership would provide revenue from the use of the lands which could be redistributed across the County and it would allow for cooperation between local municipality and the County for provision of and compensation for local services. It is with this type of arrangement that the Strategy could proceed in a positive direction toward fulfillment.

### E.3 Recreation and Tourism

#### E.3(a) Strategy for Implementation

Similarly to Agriculture, many of the problems associated with Recreation and Tourism cannot be solved at the County level, and particularly not in a development strategy. The County, or the Strategy cannot improve the general Provincial economy which would help to stimulate tourist activity in the area. Neither can the Strategy deal directly with aspects like the capital investment in, and/or quality of facilities provided for recreational and tourist activities.

"Tourism" is by nature the use of the area's resources by "outsiders" for their recreational activities. Efforts both inside and outside the County to encourage Tourism will create heavier demands for the County resources, because they are Provincially as well as locally significant. Similarly the increasing demand from outsiders for vacation homes will place heavier demands on these resources.



Furthermore, it is recognized that the anticipated growth of Northumberland as outlined in the Strategy will create a heavy County-based day-use demand for natural recreational resources and further emphasize the conflict between private ownership of natural recreational resources such as shorelines, and public accessibility to such resources.

The Task Force does not want the unique natural features of the County to be utilized by outsiders to the detriment of the County people; neither is it desirable that County people destroy these features by too much use. The Strategy addresses some issues such as the over-utilization and/or improper use of the natural recreational resources, such as Shorelines. The Strategy also provides guidelines to protect the recreational land base and the various sensitive components of the natural environment, and to rationalize the needs of other uses within a predominant recreational context.

Implementation of the desired policies for recreation have been approached mainly through the means of a priority area designation, which should ensure that the recreation resource base is not destroyed by increasing demand and indiscriminate use.

As in other priority areas, the Recreational Priority Area delineation is not meant to permit only recreation uses. It does mean that in the case of conflict between land uses, the interests of recreation will be supported over other considerations. From a Strategy standpoint, uses that are supportive of, or do not interfere with recreation can be accommodated in these areas.

The area of Recreation Priority indicated on Map 7 is a general guideline only. As indicated in the discussion of the Agricultural Priority, the delineation of the priority-use areas for more detailed planning purposes should be done on the basis of detailed technical information on the local area. With this detailed knowledge in hand, the major criteria outlined on Page 81 preceding can be applied to define the priority area.



The areas on Map 7 are an attempt, at the Strategy level, to accommodate the land capability, existing land use, demand for recreation, and the relationship to other priority delineations. The size and configuration of the suggested priority area is such that it should allow comprehensive recreation planning in the County.

In the case of the shoreline areas, while the major recreation attraction/resource may be selective small areas, the priority designation has been made continuous and extended back from the shore, in order to give flexibility and comprehensiveness in the planning and utilization of the area for priority and related uses. In other words, the relatively large, continuous Recreational Priority Area will provide an opportunity to utilize the recreational resources to their full potential, within the context of the Strategy as a whole, and without over-utilization.

Three areas in the Recreational Priority Area warrant special mention; they are the Murray Marsh, Northumberland County Forest, and Ganaraska Forest areas. Murray Marsh has been included because it is a valuable resource for activities such as hunting, fishing and nature observation. Although these and other recreation activities must be carefully controlled in this area to avoid too intensive utilization of the area, still the most obvious potential of the area is recreation-oriented. It is likely that agricultural activities would be in direct conflict with the protection of the marshland since current technology for using it for farming would irreparably damage it.

The County Forest, Ganaraska Forest and much of the Oak Ridges Moraine area also have environmental constraints and recreational potential that make the area more suitable for a recreation priority orientation.





As noted earlier, the County-wide planning authority should consider that the nature of the boundary of the Recreational Priority area depends not only on the nature and configuration of the local area, but also on the nature of the adjacent priority area - that is, a Recreational Priority boundary adjacent to an Agricultural one will have different characteristics than one adjacent to an Urban Priority area.

Consistent with the organizational recommendation that there be two levels of planning in the County to implement the Strategy, in connection with the Recreational Priority, it is recommended that the County-wide policies provide a framework to ensure local land use policies dealing with recreation are consistent across the County, and that such guidelines include the following non-residential land uses in their consideration:

- . Hamlet
- . Village (not an Urban Priority Area)
- . Low-density non-farm residential
- . Commercial
- . Nuisance industries and services
- . Farming
- . Mineral resources and extractive industry
- . Large-scale agribusiness - industry
- . Institutions.

The policies should also indicate the criteria for evaluating these uses, in terms of their impact on the recreation activities.



### E.3(b) Policy for the Recreational Priority Area

Policies for the Recreational Priority Area should be reflected in the conclusions reached when each land use is evaluated in terms of how it will interact with recreation. In the delineated area, recreational and tourism uses and activities shall predominate as long-term uses over all other land uses. However, as far as the Strategy is concerned, other uses shall be permissible if they are supportive or complementary to the priority uses, or if they have no negative effects on it.

In assessing land uses in relation to the recreational priority, regard shall be given, at the County level, to the following criteria:

- . the functional relationship of the proposed use to recreation and tourism in terms of whether it (a) adds to the network of functions that support the priority use, (b) fulfills a direct role in the recreational infrastructure, or (c) reduces the viability of the recreational priority.
- . the effect on the recreational resources in terms of whether the proposed use (a) utilizes prime recreational lands or prevents the best use of the land for recreation, or (b) whether it is possible to locate the use on other less valuable lands within the priority area.
- . land use conflicts in terms of whether the proposed use restricts the operation of recreational and tourism uses and activities, or vice versa.
- . aesthetic considerations, in terms of whether the proposed use is or could be offensive to, or offended by, recreational and tourism activities, under reasonable or normal operating conditions.



The County-wide planning level should provide basic policy directions for recreation, for the local planning level to use in preparing the land use policies. In doing so, this upper level should keep in mind the following guidelines for the Recreational Priority Area:

- . In a Recreational Priority Area, preference shall be given to uses/activities that are recreation and tourism-oriented, or to uses that are closely-related support functions to recreation and tourism-oriented, or to uses that are closely-related support functions to recreation and tourism.
- . Uses other than recreation and tourism shall be evaluated with respect to the impact that they would have on the priority use or its potential. Supportive or neutral uses shall be permissible, while those in conflict shall be excluded.
- . The extent and intensity of recreational and tourism development should be related directly to the capacity of the land to receive development without adversely effecting the quality of the environment. Capacity guidelines criteria should be developed, including consideration of visual character, physical conditions, accessibility, pattern of development, and need for social interaction.
- . The Recreational Priority Area is meant to complement the Agricultural Priority Area and the Urban Priority Area, to provide the County of Northumberland with a full series of compatible guidelines for the future, accommodating both growth and a satisfying way-of-life.



## F. ENVIRONMENT

In Chapter Two, it was recommended that the Strategy for protection of the environment be graphically shown by the creation of "overlay" designations that would put certain restraints on uses of the land based purely on environmental considerations. These restrictions would in effect supercede or modify the guidelines for land use planning established within each of the three priority areas, Agricultural, Recreational and Urban.

Three levels of environmental consideration were recommended as follows:

1. Nature Preserve
2. Environmental Restraint Areas
3. Environmental Standards.

The implementation of each set requires a different approach and involves a different level of concern.

1. Nature Preserves are recommended, to be specific designations of highly sensitive and valuable environmental areas. By definition, the nature of these areas is such that in order to preserve their value, (their natural character), use of these areas should be limited and strictly controlled. Such control should include minimal or no modification of the landscape by cutting trees, drainage of lands, alteration of streams or erection of structures or roads.

This suggests that the best means of implementing such controls is ownership by some public agency. This may be federal, provincial, county or municipal, depending on the scale and overall significance of the area in question. The machinery for this already exists and all levels of government do own and protect specific areas (i.e.





county forests, provincial parks, Conservation Authority lands, etc.). The specifics of these programs and the detailed evaluation of each significant area are beyond the scope of this Strategy. Additional detailed studies will be necessary to identify and delineate the exact areas that should become part of the program.

However, based on County-wide information, we can suggest the following areas that should be considered as prime candidates for the Nature Preserve status:

1. Murray Marsh
  2. Cattail marshes on Lake Ontario (3 areas)
  3. Murray Canal marshes
  4. Dewry Hill Swamp
  5. Half Way Creek Swamp
  6. West Sugar Island
  7. Rice Lake Shoreline marshes (2 areas)
  8. Presqu'ile marshes and shoreline
  9. Northumberland County Forest
  10. Ganaraska Forest
2. Environmental Restraint Areas are recommended, to safeguard the environmental qualities of a specific but comparatively large area. These policies should specify some restraints on the use of land based on the specific environmental characteristics of the area but should not exclude any land uses per se. Development of the specific criteria will require detailed studies of each area. Administration and enforcement of these controls should be shared by the Provincial ministries, conservation authorities and the County through its planning controls.



Although the details are beyond the scope of this study, the principles involved are outlined below and the approximate area delineation is indicated on Map 8.

## 2.1. Watershed Areas

The major and critical watershed areas are indicated on Map 8. Detailed study of each one should be undertaken to identify the areas of vegetation, head-waters and catchment that must be included for effective control.

In terms of implementation of the Strategy in this regard, the general policies for flood plains and hazard lands developed by the Province will form the basic land use controls. In addition, land uses and landscape modification in these areas shall be related to the quality and hydrological character of each stream. (This will in effect limit the amount of effluent that can be discharged, the amount of tree cutting, and drainage of land. Detailed studies for each stream will have to be prepared to establish the criteria for such controls). Reforestation of river banks shall be considered as a general policy for implementation of the Strategy.

## 2.2. Lake Ontario Shoreline Area (Indicated on Map 8)

In terms of implementing the Development Strategy, the use of land within this designated area:

- . should not modify or place restraints on the hydrology of the river and creek estuaries, or the shoreline marshes.
- . should not increase gully erosion by the removal of trees, alternation of runoff characteristics or other modification of the landscape.
- . should conform to shoreline set-back requirement guidelines (to be developed by the County-wide planning authority).



### 2.3. Rice Lake Shoreline and Trent System (Indicated on Map 8)

As part of the implementation of the Strategy, the use of land within this designated area:

- . should be related to the capacity of the lake to absorb the effects of development without further deterioration of its water quality. (Specific studies to determine this capacity should be conducted).
- . should not modify or place restraints on the hydrology of the Trent, its tributaries, and the shoreline marshes.
- . should not foster or increase gully erosion by the removal of trees, alteration of run-off characteristics or other modification of the landscape.
- . should conform to shoreline set-back requirement guidelines (to be developed by the County-wide planning authority).

### 2.4. Oak Ridges Moraine Area (Indicated on Map 8)

As part of the implementation of the Strategy, a master plan for reforestation, forest and wildlife management should be prepared for this area. Notwithstanding such a plan's provisions, the use of the land within this delineated area:

- . should not foster or increase erosion by the removal of vegetation, alteration of run-off characteristics, or any other alteration of this "headwaters" area.
- . should not foster or increase the destruction or alteration of the natural landscape through unwarranted or uncontrolled extractive undertakings.



## 2.5. Urban Priority Areas (Indicated on Maps 7 and 8)

The areas that will receive extensive urban and urban-related development are anticipated to experience severe impacts on the existing environment. Not only can these changes deteriorate quality of the streams, cause flooding and increase erosion, but haphazard development will lose the opportunity of using natural amenities as a positive resource in the urban environment.

Therefore, planned development of the Urban Priority Area (both urban core and fringe where applicable) should include a detailed environmental analysis, to identify guidelines on the extent, pattern and intensity of development that is suitable under given environmental standards. These guidelines may be incorporated in the local development plan (or plans) for the area in question.

## 2.6. Aggregate Resource Areas

Throughout the implementation of the Development Strategy, areas of high potential for sand and gravel deposits should be identified and kept free from any development that would restrict their extraction. (Identification should be precise and site specific at the County-wide level). It should be considered a high priority to obtain a County-wide resource potential inventory showing high potential, high reserve deposits and formations.

In the utilization of the aggregate resources sequential land use should be considered a high priority to ensure the scenic resources of the County are maintained in the long term.





3. Environmental Standards are in the domain of provincial jurisdiction since they are directly related to public health and safety. This "overlay" is not area specific and in essence it blankets the County. The County, moreover, has little expertise or jurisdictional say in establishing or modifying provincial standards (i.e. air quality, potable water, etc.). The machinery for this aspect of environmental protection is in operation and the Task Force can only make note of its existence in this Strategy.



## G. HOUSING

An important element in the implementation of the Development Strategy is the provision of the housing that is required and desired to accommodate the growing population. It is recommended that there be quality control instituted at the local level as part of the implementation of the guidelines governing the way of life; it is further recommended that the County level have the responsibility for overall monitoring of this local quality control.

### 1. Urban Growth Areas

It is obvious that the largest percentage of new housing should be provided in the five major growth centres, and care should be taken in those areas to ensure that housing is provided in a manner that conforms with the policy guideline of the Strategy that requires economic growth in relation to population growth. In other words, it will not be sufficient to provide the necessary housing without assurances of related economic development. This will largely be the responsibility of the local level of planning and development control, but it should be closely monitored at the County level to maintain the desirable County-wide balance.

Within the context of the Strategy guidelines, it would be desirable if the private market forces could provide the necessary housing and related services, as well as contribute to the provision of industrial development. In this regard, it would be preferable for the private development industry to hold the designated development lands and to bring them on the market as the demand warrants. If these private interests do not take up the option of assembling the necessary lands, however, it is recommended that the key portions be assembled in the form of government land banks. These "banks" could be assembled by Provincial, County or municipal governments, but it would be preferable if the latter two levels were to control them to keep the implementation of the Strategy in "local" hands. This is not to say that the Provincial authorities,



and indeed the Federal funding authorities, should not have their own degree of control, since it would be senior government funding programs that enabled the "local" land banking and servicing.

Even in the case of government land banking, the scale of development anticipated in the urban growth areas will require, as a general rule, that the private house building industry be involved in order to fulfill the need.

Therefore, in order to implement the aspects of the Strategy that involve housing, the program realistically cannot be solely a governmental one. Government at one level or another can assume some of the inherent risk involved in the Strategy, but ultimately the Strategy will depend on the private development industry to put things "on the ground".

In general, the decisions with regard to the variety of types of housing should also be left to the private house building industry, with provincial planning and development controls vested in the local planning authority. From a strategic standpoint, there should only be a concern that the necessary variety of type and price range be provided.

## 2. Rural Areas

In rural areas the planning and development controls should be basically the same as in the urban growth areas for the provision of housing to help implement the Strategy.

The whole aspect of land assembly and housing development in these areas can assume a different position, however, due to the scale of development involved. In hamlets, and villages, and in the countryside at large, there is less need to have large assemblies of land since urban development of that type is not anticipated in those areas. In many cases, it will be a matter of infilling on



building lots; in other cases, it will be a matter of relatively small subdivisions or housing developments assembled and developed by a local builder who is able to offer several lot and building "packages" each year; in other cases, individuals will want to construct their own housing on their lot. In general then, government land banking should not be necessary in the rural areas of Northumberland. In fact, any large-scale land assembly for urban-type uses in the rural areas should be discouraged.





## H. TRANSPORTATION

The policy guidelines of the Strategy should not involve significant changes to the existing road network in the County. In terms of volume obviously the increased population would put greater pressures on the existing routes, but at this time, such County-based pressures are not anticipated to require by-passes or new rights-of-way for new highways.

The major alterations to the Provincial and County road network involve new interchanges at Highway 401 to provide access to the major growth areas around Colborne, Port Hope and Cobourg. It is generally estimated that one new interchange at each location will be necessary, with a total of 5.5 miles of related arterial roadway improvements at an approximate cost of \$10.55 million.

It is strongly recommended, however, that every effort be made by all jurisdictions involved to maintain and protect Highway 2 as a good arterial road connecting the major growth. The more Highway 2 is permitted to deteriorate in terms of level of service, the more there will be pressures to use Highway 401 as a local route. This will seriously affect the value of the freeway as a trans-provincial route that serves people and businesses from Northumberland, as well as "outsiders". It is the road system on which much of the County's future for growth depends, and it is therefore in the County's interest to see the main route kept intact and functional.

It is estimated that approximately forty miles of County Roads will have to be upgraded, at an estimated cost of over \$14 million, in the vicinity of and between the growth areas at Colborne, Cobourg, and Port Hope.



It is recommended that capital costs for road improvements related to the accelerated or redirected growth of the Strategy be offset by Provincial contributions. Similarly, the County should not bear the costs of required transportation facilities to serve "outsider" demand passing through the County, or the majority of costs for those facilities required to accommodate people attracted by County resources which are protected by the Strategy.

In terms of fostering a County identity and aiding in the implementation of the Strategy, it is recommended that any consideration given to long-distance commuter linkage to Oshawa and Metropolitan Toronto from the County be discouraged. If this is impractical then any consideration for Port Hope and/or Cobourg should be equally extended to the new Colborne area.



## I. MUNICIPAL SERVICES

As part of the implementation of the Strategy, the allocated growth will have to be accommodated wherever possible on proper services. In the growth areas, this should mean the accommodation on full municipal services and in the rural areas and hamlets it should involve the installation of satisfactory individual systems to avoid pollution.

### 1. Urban Growth Areas

The present municipal servicing systems of each of the main growth centres should be expanded to accommodate the allocated range of population growth. This especially applies to Colborne where the increase in population will be in the order of 20,000.

In each instance, a more detailed investigation of the servicing area should be undertaken as part of the development process at the local level in order to more accurately define the servicing area and estimate the overall costs.

For the purpose of the Strategy, however, an assessment was made, on the basis of a gross density of ten (10) persons per acre, of the land required to accommodate the assigned population. Of this area, 20% was assumed to be for industrial/commercial development. On that basis, a general assessment was made of required extensions to treatment plants and drainage or distribution systems to serve the extended area of each community.

The requirements for each of the five main growth centres are outlined in the following:



### 1.1. Brighton Area

Growth should be mainly centred on the existing community. Expansion of the sewage treatment facilities will be required, with the outfall to Butler Creek, subject to assessment of its attenuation capacity. It is anticipated that the available water supply will be adequate to serve the community.

There are two main watercourses which pass adjacent to or through the existing community providing an outlet for storm water. As the community increases in size, the capacity of these watercourses will likely be exceeded and provision of alternative outlet or detention structures required.

### 1.2. Campbellford Area

The growth area should be approximately centred on the existing community. Subject to the present high infiltration and storm flows being diverted from the sanitary drainage system, the sewage treatment plant should be capable of providing for the allocated residential population. Should there be a proportional industrial community established, then expansion of the plant may be required, depending on the needs of the industrial activities.

Expansion of the water treatment plant may similarly be required to provide for industrial demand together with provision of reservoir storage.

The Trent River provides an outlet for storm drainage and it is not anticipated that the community will have to provide facilities for new development.





### 1.3. Port Hope Area

The growth emphasis will be to the west of the existing community, whereas the existing servicing systems are oriented toward the east. Expansion of sewage facilities therefore will be required including drainage and distribution systems. The recently enlarged water treatment capacity may require further expansion to meet the combined demands of residential, commercial and industrial growth. New trunk services will be required to serve the new development area to the west.

The Ganaraska River is the major natural drainage for the existing community. However, the anticipated growth area is largely outside its watershed and an outlet to Lake Ontario will have to be provided for storm run-off.

### 1.4. Cobourg Area

The growth for this centre will have its emphasis to the east of the present community. The existing servicing systems are oriented to the west so that it will be necessary to provide trunk services to link with the eastern growth area. The present water treatment capacity should be sufficient to meet the growth demands while increased sewage treatment capacity will be required.

### 1.5. Colborne Area

This growth area would have the largest proportional growth of all growth areas in the County, requiring provision of completely new servicing facilities.



Investigations have shown that the current sanitary system as proposed for enlargement to serve the equivalent of 4,000 people, could be incorporated in large part into the required new system. In this regard, it is recommended that immediate discussions be held with the Ministry of the Environment to ensure that the current enlargement of the Village's sanitary sewage be undertaken bearing in mind the pending need for a larger new system. In this way, certain alterations to the plans will aid in the later incorporation of the existing system. It is recommended that Lake Ontario be the receiving body for effluent from the sewage treatment plant.

The current water supply for Colborne is drawn from a group of springs northwest of the Village, in addition to several wells. Treatment is minimal, and the distribution system is limited in size. Similarly to the sanitary sewerage, a completely new system will be required, based on drawing and treating water from Lake Ontario.

With regard to storm drainage, Colborne Creek currently provides the main natural drainage outlet, but this and other lesser watercourses in the growth area will be inadequate to accommodate the flows from the urban run-off (from the point of view of peak flows and effluent quality). Therefore, an outfall, or series of storm sewers, will have to be provided direct to Lake Ontario for a considerable portion of the flow. The nature of this outfall will have to be determined from more detailed study of the development area.



#### 1.6. Hastings Area

It is not recommended that the servicing systems in Hastings be expanded significantly beyond the present capacities, since the anticipated population level allocated to the Village from the "Townships and Hamlets" allocation is in the order of 1200 - 1300 in total. Expansion of the distribution systems are also not anticipated, since the expected nature of growth in this area would largely be in the form of infilling.

#### 1.7. Trenton Area

The small area of "Fringe" shown on Map 7 adjacent to the Town of Trenton is not recommended for growth in terms of normal urban densities. Rather it is recommended for use as a buffer zone between the urbanized Trenton and adjacent areas of rural Northumberland. Therefore, no extensions of full services into this area are recommended.

### 2. Cost Estimates for Urban Growth Areas Servicing

The above assessment of required facilities deals with extensions of the treatment facilities and major trunk system extensions which would probably have to be provided in the municipalities in order to accommodate the allocated growth.

The approximation of the cost estimate for the required facilities derives from the extent of treatment works, sewer and watermain networks, and so forth, that are required. The cost of these, (being a function of length and size) in order to be correct requires that the geographical area and also the population and industry be defined. In the Strategy, the population range has been defined but the other parameters are purposefully still very general. Therefore, capacity demands can only be determined in general terms and consequently, the costs can only be provided as a general basis or guideline (in 1975 dollars).



The total estimated construction cost is \$45 million. This amount does not include the servicing of subdivisions; that is the construction of the sewers, watermains, etc. normally provided by the land developer. This particularly applies in the case of storm water drainage for which it has been assumed that the municipalities may have to provide an outlet only for the new growth area(s) to which storm subtrunk systems could be connected.

Furthermore, the servicing needs of industry vary from negligible to very large demands; for the cost estimate, an average demand was assumed. However, it should be emphasized that the location of a water use industry could have significant effect on the size of treatment plants, sewers, watermains, reservoir storage, and so forth, and this cost cannot be estimated at this time.

Throughout the implementation of the Strategy, it is recommended that the Province contribute to capital and operating costs of new municipal services required to accommodate accelerated growth or growth that is redirected by the Strategy guidelines.

### 3. Solid Waste Management

The present landfill disposal facilities being used by municipalities will be exhausted within a five-year period. The recently completed County Waste Management Study recommends the use of two major landfill disposal sites to serve the whole of the County, one each located at Baltimore and some two miles to the north of Brighton. It should be noted that the associated capital costs reported of approximately \$1.5 million, are not included in the total of capital construction costs given above.





#### 4. Rural Growth Areas

Development in rural areas should be accompanied by appropriate services. In most instances these services will not need to be municipally-owned services, except perhaps for water supply, because it is not recommended that rural settlements expand to a scale that warrants such level of services. In cases where there is an existing or potentially severe environmental problem, municipal-owned communal systems can be considered but generally such systems are economical only when the population to be served is more than the equivalent of 1,000 persons in a relatively concentrated area. For the most part, therefore, rural development should be based on individual services including wells, and septic or similar waste disposal systems.



## J. REVIEW OF THE STRATEGY

An integral component of the implementation of the Development Strategy should be the possibility of conducting a interim review of the Strategy, in addition to the on-going monitoring that forms part of preceding recommendations for implementation. Such a review should allow the chance to assess the overall direction of the Strategy in terms of the original orientation, and in light of the on-going modifications to individual components. This assessment, for example, should supply the County with the opportunity to recommend incentives to those areas or programs which are lagging, as well as to take a negative or restrictive approach with those which have progressed at a faster rate than is considered desirable for the County as a whole.

It would also afford the opportunity to revise the population allocations based on new goals and/or objectives. Until the review is undertaken, the suggested population allocations for individual areas shall be strictly adhered to and there shall be no transfer of these population allocations.

In order to structure the review items according to a common format, it is recommended that the proposed County planning authority be responsible for establishing the timing of the various stages as part of its overall policy planning to interpret the Strategy guidelines. It is furthermore suggested that five-year estimates be developed as suitable periods.

Probably the most important component of the Strategy and one of the most significant in the County's role in implementation is going to be the responsibility of the County Industrial Manager/Promoter to attract, locate and help to sustain economic growth. Since the Strategy is primarily based on an enlarged Colborne area



as the focal point of the County, development of major economic growth in this area will ultimately be one important measure of success or failure of the Strategy. Therefore, high priority emphasis should be placed on the Colborne development area and maintained for at least the first ten years before any review of the success of the Strategy is undertaken.

Inherent in any review and revision of the Strategy shall be the related immediate updating of the various Official Plans and Zoning By-laws and of the local municipalities. As is the case when the Strategy is approved, all Official Plans shall be brought into conformity with any revisions to the guidelines of the Strategy and zoning regulations shall be modified to implement these Official Plan amendments.

The review shall also involve a general County-wide environmental impact assessment and a detailed review of the agricultural economy of the County at the time. This could allow the area municipalities the opportunity to include or exclude some of the original uses proposed for the priority areas and perhaps plans for the next phase of development in the urban fringe areas.



## **Chapter Four:**

### **Conclusions on Implementation**





## Chapter Four: Conclusions on Implementation

In Part One, the Preferred Strategy was recommended with the policy guidelines. In Part Two, the Implementation methodology has been recommended, which outlines how the various levels of the organization and policies fit together to pursue the goals and objectives of the Strategy.

There will be a need for two planning levels in the County, the upper one comprised of a new and urgently needed County-wide authority which will be dealing with policy which interprets the Strategy's guidelines to provide a policy framework for County-level planning as well as for local planning.

The lower level of planning is the local or municipal one, which will be dealing with policy in terms of development control or land-use policies as found in municipal Official Plans.

As part of the implementation process, it will be necessary to more closely define the priority areas in zonal terms and this is intended to be a joint undertaking because of the need for in-depth local knowledge of the countryside. However, the responsibility for the functioning of the priority methodology is the County-wide authority's. Certain aspects of it will be delegated to the local authorities, such as the "day-to-day" decisions required, but monitoring of decisions will be at the higher level, as will the establishment of criteria for assessing various uses at the local level.

There will be a need for strict controls to make the elements of the Preferred Strategy function, especially those elements which try to restrict or redirect growth pressures. The recommended new County planning authority should help to make the County Strategy and related interpretive policies function well, given a commitment from all involved, including the Province.



In summary, then, a new series of planning frameworks have been established in an area where there was formerly only one - that of the local planning authority. Now there is a Provincial one which County members originated; a County one based on the Strategy; and an enlarged one for each municipality. The organization that has been recommended to help implement the policies should be able to deal with all levels.

The Strategy can proceed into the process of implementation without the completion or resolution of the Restructuring Study and the related outstanding issues. It will not be as easy to undertake certain aspects of the Strategy such as concentrating industrial development, but there are ways to do it, to make it work. There is the new County planning authority and a suggested County-wide development control authority, plus a County Planning Area, all of which can collectively contribute to the Strategy's implementation because of their new powers. The requirement for conformity of local development controls also adds to it. There is in any case a dependence on Provincial aid, but a great deal of the control is vested in the County.

Having derived a Development Strategy which would be acceptable, it now must be put into operation.











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